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ABSTRACT

This survey of international programs in higher education sets within an international context the recommendations made by the Commonwealth Standing Committee on Student Mobility, which addressed collaborative arrangements among tertiary educational institutions in the British Commonwealth. It reviews the policies and programs of major donors, and identifies trends in higher education assistance and the strategies and mechanisms for institution building in developing countries. The report suggests ways of harnessing Commonwealth and other international resources for such programs. The report's first part examines international cooperation in higher education by reviewing: the programs, themes, and trends in international development programs; the strategies for institutional development; and the delivery systems and mobilization of resources. The second part presents the survey of international development programs in higher education within the Commonwealth, the bilateral and multilateral agencies, the private foundations, and the World Bank. Appendices provide a list of contacts and a 158-item bibliography. (GLR)

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INTERNATIONAL DEVELOPMENT PROGRAMMES

IN HIGHER EDUCATION

A Report to the Commonwealth Standing Committee on
Student Mobility and Higher Education Co-operation

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COMMONWEALTH SECRETARIAT

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FOREWORD

Higher education has always provided a natural focus for Commonwealth co-operation. It is no accident that some of the most effective programmes and best known organisations in the Commonwealth have been concerned with promoting interchange between universities and colleges: the Commonwealth Scholarship and Fellowship Plan, the Commonwealth of Learning, and the Association of Commonwealth Universities are all notable cases in point. These co-operative schemes and institutions testify to the importance that Commonwealth countries attach to higher education development, as well as to the common traditions and practices of Commonwealth universities and colleges.

In 1987, at their Tenth Conference, Commonwealth Education Ministers received a proposal put forward by the Commonwealth Standing Committee on Student Mobility that new programmes of higher education co-operation should be launched to meet urgent needs and to promote the sharing of resources and experience between member countries. The suggestion made by the Standing Committee was that a multilateral Commonwealth fund should be created as an appropriate instrument to mobilise and sustain such co-operation. Commonwealth Ministers considered these proposals to be "interesting possibilities containing much promise" but concluded that they needed to be tested against trends and experience in member countries in the context of existing bilateral programmes of assistance. They suggested that a phase of intensive fact-finding and analytic studies was desirable in order to produce a basis for the development of substantive proposals.

Accordingly, in preparation for a meeting of the Commonwealth Standing Committee on Student Mobility and Higher Education, the Commonwealth Secretariat commissioned Mrs Carol Coombe to undertake a study of the higher education co-operation programmes of major bilateral and multilateral agencies. This published volume is the product of these enquiries. The study was presented to the Standing Committee at its meeting in London on 19 to 23 June 1989. The Standing Committee used it as one of the key documents on which it based the report which it submitted to the Commonwealth Secretary-General in July/August 1989. That report has now been forwarded to Commonwealth Governments.

I am pleased to add an expression of our own appreciation to that already voiced by the Chairman and members of the Standing Committee on Student Mobility and Higher Education Co-operation to Carol Coombe for this valuable study. I would also like to take this opportunity to thank all those agencies and their individual officers who devoted time to assisting Carol Coombe, both through personal discussion and by providing documentary materials. By sharing information and insights with her they have also contributed significantly to a wider understanding of the objectives and modalities of their programmes of assistance to higher education.

Carol Coombe wrote this study in her capacity as an independent consultant, and she takes full responsibility for the factual material and conclusions. The Secretariat believes it to be of a significance and interest to warrant wider dissemination. Any enquiries regarding the study or the work of the Commonwealth Standing Committee on Student Mobility and Higher Education Co-operation may be addressed to the Director, Education Programme, Commonwealth Secretariat.

Peter R. C. Williams
Director, Education Programme
Human Resource Development Group
Commonwealth Secretariat

EXECUTIVE SUMMARY

At its Fifth Meeting, the Commonwealth Standing Committee on Student Mobility suggested that collaborative arrangements have marked potential for strengthening and enhancing the capacity of tertiary institutions in the Commonwealth.

This survey of international programmes in higher education sets the Standing Committee's recommendations in an international context by reviewing the policies and programmes of major donors, identifying trends in higher education assistance and strategies and mechanisms for institution building in developing countries. The report suggests ways of harnessing Commonwealth and other international resources for such programmes.

CONCLUSIONS

Themes and Trends

(1) International agencies emphasise the importance of enhancing local capacities for human resource development, and the potential of long-term sectoral programmes (rather than ad hoc projects) to strengthen institutional capacity for training high level manpower.

(2) The international community supports higher education in the Third World in three main ways: direct assistance for the education sector itself, funding for research, and scholarships and awards. Although the education sector has not been a primary target for support, the current emphasis on human resource development and training high level manpower is likely to bring the sector into renewed prominence in the future.

(3) The distribution of international aid to education is skewed to the tertiary subsector. This situation is not likely to change substantially over the next decade.

(4) Programmes of regional (South-South) co-operation need to take account of great disaparities within and among the regions of the Commonwealth. The advocacy for co-operation within regions is understood by international agencies, but is often not reflected in lending procedures.

(5) Some agencies doubt that the local problems which constrain regional (South-South) co-operation can be overcome, or question whether it would be useful in the long run. Significant regional activities are supported by a number of agencies and by institutions themselves, but on the whole

regional co-operation has been significantly underfunded, and local infrastructures are often too fragile to carry the burden of co-ordinating and sustaining regional programmes.

Strategies for Institutional Development

(6) Strategies for institution building are distinct from the mechanisms or systems which sustain those strategies. Four strategies were identified which have significant potential for strengthening institutional capacity in a collaborative way.

(7) Staff Development. Post-qualification staff development is still at an initial stage of development in North and South alike. Within Africa, staff exchange programmes offer possibilities for staff development. A special paper prepared by the Australian Universities and Colleges International Development Programme suggests possibilities for action (Annex).

(8) Using Third World consultants on international projects would enhance the professional skills of developing country academics, but long custom and funding arrangements favour the recruitment of consultants from industrialised nations. There is much work to be done by developing country institutions in preparing rosters, and arguing for quotas and special missions to enlarge the consultancy pool. By virtue of its special relationship with developing country governments, the Commonwealth may be well placed to assist in forcing the issue.

(9) Management and Planning. There is common agreement that improved administration and planning techniques are fundamental to improvements in the tertiary subsector, but the constituents of appropriate training for policy-makers and administrators are not well understood, and strategies are underfunded. There is much to be achieved by experimentation -- periodicals and books, resource manuals combined with workshops for mid-level managers and planners, and regional programmes. The special paper by Kevin Lillis (Annex) makes preliminary proposals for action.

(10) Books and Publishing. Progress in improving resources of libraries and sustaining regional publishing programmes has been frustratingly slow. There is much that could be done in some regions to strengthen regional publishing capacities in order to offset the dominant influence of the North, and targeted co-operation would help joint publishing exercises, exchanges of publications, co-operation with international publishers, access to international research and information networks, support for subscriptions of selected regional journals, and access to the books and journals of the North. Carol Priestley's special paper (Annex) discusses issues of book and library development in Third World universities.

(11) Information. The collection and analysis of education statistics, the development of appropriate databases for planning and management, and the dissemination of information about institutional capacities and specialisations are essential to the vitality of the subsector. Computer-linked information networks are not outside the resources of increasing numbers of Commonwealth universities and have the potential to reduce the isolation of Third World researchers. Where these technologies are not available, high priority needs to be attached to developing adequate information networks along with appropriate training for information personnel. The special paper on information networks, based on information supplied by IDRC (Annex), indicates the potential in various regions for enhanced information networking.

Delivery Systems

(12) Three categories of co-operative mechanisms for programme support were identified: long-term institutional channels, medium-term support packages, and short-term ad hoc support activities. The latter are useful, but cannot address the long-term infrastructural needs of developing country institutions as effectively as long-term programmes.

(13) **Institutional links** have proved to be flexible, efficient, and cost-effective ways of delivering development aid. Link projects are focusing more on institutional development, over longer periods of time, and in a more coherent way. The risk that they will impose the aid agendas of northern agencies on developing country institutions may be reduced by the heightened sensitivity of both donors and recipients to the dangers, based on over twenty years of co-operation of this kind.

(14) Significant opportunities exist for improving the quality of such linkages, and for mobilising resources for South-South linkages by reiterating the intrinsic value of such linkages, disseminating information on the capacities of developing country institutions, evaluating linkage arrangements, supporting work on standard procedures for co-operative schemes, and setting aside funds for focused regional linkages.

(15) **Regional networks** have demonstrated their potential for various information, research and action programmes, are largely free of the dependency/dominance problems of more formal links, and are cheaper to operate. Finding local institutions or associations which can co-ordinate networking activities has been problematic, and much can be done in rationalising and strenghtening existing networks, rather than trying to create new ones.

(16) The concept of **centres of specialisation** is less charged than 'centres of excellence' which implies the idea of conferred privilege and inequality. Significant strides have been made towards creating, supporting and sustaining centres of specialisation in all regions. Commonwealth programmes may be well placed to assist in the process of policy development and co-ordination within the international community, to help universities identify themselves as centres of specialisation, and to harness resources to programmes of specialisation.

Mobilising Resources

(17) There has been a shift towards co-operation within the international community itself. Systematic mechanisms for donor collaboration have evolved which facilitate cofunding, and more efficient broad-based approaches to systems-wide or regional problems. Some of these co-operation modes have important implications not just for project efficiency, but also for how funds can be mobilised for co-operative programmes.

(18) There is scope for the Commonwealth Education Programme to play a more distinctive role within the international aid community, to keep abreast of new initiatives, to build a broader resource base for Commonwealth activities, and to promote the priorities of its own constituency.

(19) The time has come to consider whether it would be practical to seek funding from a wider range of donors for programmes which serve the interests of Commonwealth governments as distinct from strictly Commonwealth programmes. Certain Commonwealth principles will find sympathy in extra-Commonwealth agencies and the Commonwealth Education Programme may be able to take advantage of the new phase of donor co-ordination to promote the interests of the Commonwealth in creative regional activities.

(20) The Commonwealth Higher Education Unit needs support in fulfilling its original mandate as a small entrepreneurial facility making connections between donors and recipients, between regions, institutions, needs and resources, problems and solutions. Upgrading the Unit (the SPAAR secretariat might provide a useful model) would give the Unit a better chance of succeeding.

(21) A viable infrastructure for higher education co-operation already exists within the Commonwealth framework -- in the Higher Education Unit, and in the awards programmes of the ACU and CFTC in particular -- which already reflects the priorities of higher education co-operation. The possibility exists now for the Commonwealth to build substantially on systems which have already demonstrated their potential.

(22) Commonwealth programmes in higher education complement the activities of international agencies in important ways. Consolidating and expanding those programmes -- the small states programme on post-secondary institutions, management in education, the work of the Higher Education Unit, the awards programmes of the CFTC and the ACU, and the Commonwealth of Learning -- would in itself be a significant achievement.

ABBREVIATIONS

AAAS	American Academy for the Advancement of Science
AAU	Association of African Universities
ACEID	Asian Centre of Educational Innovation for Development
ACIAR	Australian Centre for International Agricultural Research
ACPAD	Australian Centre for Publications Acquired for Development
ACU	Association of Commonwealth Universities
ADC	Advanced Developing Country
ADEP	ASEAN Development Education Project
ADP	Asian Development Bank
AESAU	Association of Eastern and Southern African Universities
AIDAB	Australian International Development Assistance Bureau
AIESEC	Association Internationale des Etudiants en Sciences Economiques et Commerciales
AIPU	Association Internationale de Pédagogie Universitaire
ANSTI	African Network of Scientific and Technological Institutions
APEID	Asia and Pacific Programme of Educational Innovation for Development
ARPIS	African Regional Postgraduate Programme in Insect Science
ASAIHL	Association of South East Asian Institutions of Higher Learning
ASEAN	Association of South East Asian Nations
AUPELF	Association des Universités Partiellement ou Entièrement de langue Française (Canada)
BMZ	Federal Ministry for Economic Co-operation, Federal Republic of Germany
BREDA	Bureau Regional pour l'Education en Afrique (Regional Bureau for Education in Africa, UNESCO)
CARICOM	Caribbean Community Secretariat
CARNEID	Caribbean Network of Educational Innovation for Development
CEPES	Consultative Committee of the European Centre for Higher Education
CFTC	Commonwealth Fund for Technical Co-operation
CGIAR	Consultative Group for International Agricultural Research
CICHE	Committee for International Co-operation in Higher Education
CIDA	Canadian International Development Agency
CODE	Canadian Organisation for Development Through Education
CODESRIA	Council for Development of Economic and Social Research in Africa

COFORPA	Regional Technical Co-operation for Training and Research in Educational Planning and Administration Project
COL	Commonwealth of Learning
CRE	Conférence Permanente des Recteurs, des Présidents et Vice-Chanceliers des Universités Européennes
CRESALC	Consultative Committee of the Regional Centre for Higher Education in Latin America and the Caribbean
CSFP	Commonwealth Scholarship and Fellowship Plan
DAAD	German Academic Exchange Service, Federal Republic of Germany
DAC	Development Assistance Committee (OECD)
DSE	German Foundation for International Development, Federal Republic of Germany
EC	European Community
ECA	Economic Commission for Africa (UN)
EEC	European Economic Community
EIP	Educational Institutions Program (CIDA)
ELT	English Language Teaching
EMENA	European, Middle East and North Africa Region
ESAMI	East and Southern African Management Institute
FAD	Fellowships and Awards Division (IDRC)
FINNIDA	Finnish International Development Agency
FLACSO	Latin American Faculty of Social Sciences
FRG	Federal Republic of Germany
FTP	Fellowship and Training Programme (CFTC)
FCO	Foreign and Commonwealth Office (Britain)
GTZ	Agency for Technical Co-operation, Federal Republic of Germany
GATE	German Appropriate Technology Exchange
GIMPA	Ghana Institute of Management and Public Administration
HED	Higher Education Division (British Council)
HEDCO	Higher Education Development Co-operation, Republic of Ireland
HRD	Human Resource Development
HRDC	Human Resources in Developing Countries (Carnegie Corporation)
IAESTE	International Association for the Exchange of Students for Technical Experience
IAS	Institute of Advanced Studies (University of Malaya)
IAU	International Association of Universities
IBRD	International Bank for Reconstruction and Development (The World Bank)
ICDE	International Council for Distance Education
ICDS	Institutional Co-operation and Development Services (CIDA)
ICIPE	International Centre of Insect Physiology and Ecology
ICU	Istituto per la Cooperazione Universitaria
IDA	International Development Association (of the World Bank)
IDP	International Development Programme (Australian Universities and Colleges
IDRC	International Development Research Centre
IESCARIBE	Institute of Economic and Social Research in the Caribbean Basin

IHPP	International Health Policy Programme
IIEP	International Institute for Educational Planning (of UNESCO)
ILO	International Labour Organisation
INCCA	International Network of Centres for Computer Applications
INCLEN	International Clinical Epidemiology Network
INFOPLAN	Latin American Information System Planning
INGO	International Nongovernment Organisations Program (CIDA)
INNOTECH	Regional Centre for Educational Innovation and Technology (SEAMEO)
IWZE	Institute for Scientific Co-operation with Developing Countries, Federal Republic of Germany
LAC	Latin America and the Caribbean
MINEDAF	Conference of Ministers of Education and Those Responsible for Economic Planning, Africa (UNESCO)
MINEDAP	Conference of Ministers of Education and Those Responsible for Economic Planning, Asia and the Pacific (UNESCO)
MINEDLAC	Conference of Ministers of Education and Those Responsible for Economic Planning, Latin America and the Caribbean (UNESCO)
NDCGS	Network of Deans and Co-ordinators of Graduate Studies (East and Southern Africa)
NEIDA	Network of Educational Innovation for Development in Africa (UNESCO)
NGI	Nongovernmental Institution
NGO	Nongovernmental Organisation
NUFFIC	Netherlands Universities Foundation for International Co-operation
OAU	Organisation of African Unity
ODA	Overseas Development Administration (UK), less commonly Official Development Assistance (NZ), Overseas Development Assistance (CIDA)
OECD	Organisation for Economic Co-operation and Development
OPEC	Organisation of Petroleum Exporting Countries
OREALC	Regional Office for Education in Latin America and the Caribbean (UNESCO)
OUI	Organisation Universitaire Interaméricaine
PADIS	Pan-African Documentation and Information System
RECSAM	Regional Centre for Science and Mathematics (SEAMEO)
REDESLAC	Réseau d'enseignement supérieur d'Amérique latine et des Caraibes (Latin American and Caribbean Inter-university Co-operative Network on the Initial and Further Training of Teachers in Higher Education)
REDUC	Latin American Network on Documentation in Education
ROEAP	Regional Office for Education in Asia and the Pacific (UNESCO)
ROSTA	Regional Office for Science and Technology for Africa (UNESCO)
RRAG	Research Review and Advisory Group
SACCAR	Southern African Centre for Co-operation in Agricultural Research
SADCC	Southern African Development Co-ordination Conference

SADIS	Southern African Documentation and Information System
SADRA	Southern African Development Research Association
SAREC	Swedish Agency for Research Co-operation in Developing Countries
SEAMEO	Southeast Asian Ministers of Education Organisation
SIDA	Swedish International Development Authority
SPAAR	Special Programme for African Agricultural Research
SPEC	South Pacific Bureau for Economic Co-operation
TCDC	Technical Co-operation Among Developing Countries
TCTP	Technical Co-operation Training Programme (ODA)
TRACE	Trans Regional Academic Mobility and Credential Evaluation (IAU)
UKODA	Overseas Development Administration, Britain
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
Unicef	United Nations Childrens Fund
UNU	United Nations University
UNZA	University of Zambia
UPE	Universal Primary Education
USAID	United States Agency for International Development
USP	University of the South Pacific
UWI	University of the West Indies
WHO	World Health Organisation
WCOTP	World Confederation of Organisations of the Teaching Profession

PART I

INTERNATIONAL CO-OPERATION IN HIGHER EDUCATION

CHAPTER 1

SURVEY OF INTERNATIONAL PROGRAMMES

BACKGROUND

Higher education has a special position within the overall framework of Commonwealth collaboration in education. It is inherently international in character, transcending national boundaries, and thereby helping to forge the links that bind the modern Commonwealth. For seventy-five years the Association of Commonwealth Universities has facilitated the exchange of staff and students between Commonwealth universities, supported research co-operation, and convened regular meetings to define the mission of higher education systems and to address common problems. For the last thirty years, the Commonwealth Scholarship and Fellowship Plan has provided the means of training staff at postgraduate levels for Commonwealth higher education institutions, and the wider manpower needs of member countries.

Commonwealth Student Mobility

Commonwealth student mobility has played a central role in Commonwealth higher education co-operation, contributing as it does to strengthening higher education systems, and facilitating the flow of knowledge and ideas between universities and colleges. During the 1980s however, higher education co-operation has been a focus of concern by Commonwealth Heads of Government and Ministers of Education, as student mobility has been adversely affected by increasingly restrictive fees policies introduced by member countries. The move by Britain to full-cost fees for overseas students (except those from the European Community) in 1980 focused attention on issues of student mobility and prompted the establishment of the Commonwealth Standing Committee on Student Mobility. The last three conferences of Commonwealth Ministers of Education, and Commonwealth Heads of Government have expressed great concern at the apparent decline in Commonwealth student interchange as Commonwealth developing countries have found themselves unable to meet the cost of higher education abroad.

In 1985, the Standing Committee on Student Mobility recommended an eleven-point strategy for achieving increased student mobility, especially on a South-South basis, including the strengthening of centres of higher education research in the

developing Commonwealth (using external assistance as necessary), enhanced awards under the Commonwealth Scholarship and Fellowship Plan, and further third country training possibilities. Other proposals addressed issues of fees, quotas and awards in developed countries, and new initiatives to reduce foreign exchange problems, including preparatory courses at home, split-site programmes, the use of distance education and reciprocal exchange arrangements.

At its Fifth Meeting in August 1986, the Standing Committee acknowledged renewed support for the Commonwealth Scholarship and Fellowship Plan, and expansion of the Plan through larger contributions from Canada and Britain, as well as from Commonwealth developing countries, but felt compelled to conclude that

-- despite proposals for constructive alternatives from many sources, including its own recommendations,

-- despite a new awareness of the international political implications of changes in policies on fees for overseas students,

-- and in the face of evidence that the issues of fees, charges and quotas were prime determinants of access to higher education, and that lower fees were associated with expanding enrolments,

there was little prospect of returning to an undifferentiated system of fees, charges and quotas for home and overseas students. It remained a fact that targeted awards for Commonwealth developing country students had fallen far short of the original subsidy, and were in no way an effective substitute for a policy of liberal access for non-award holders.

Commonwealth Higher Education Co-operation

Commonwealth student mobility and the Commonwealth Scholarship and Fellowship Plan are only two components of a much broader pattern of Commonwealth student interchange at the higher education level, and the Standing Committee's mandate has been as much concerned with the interdependent and complementary theme of Third World institutional development. Opportunities for advanced study abroad have underpinned much of the planning for staff development in higher education institutions in developing countries. The strengthening of their own centres of advanced study and research have depended on attracting scholars from other countries. And as institutions in developing countries grow in strength, they can in turn participate in international education exchange, offering scholarships to others and attracting post-graduate students to their own programmes.

Commonwealth Ministers have therefore attached importance to collaborative measures for developing higher education systems including opportunities for staff development, possibilities for creating regional 'centres of excellence' in developing countries, and the role of institutional linkages, and to exchanges of Commonwealth experience which help higher education systems to confront common issues -- of access to education, the participation of women in higher education, staff recruitment and development, and the planning, management and governance of higher education to meet high level manpower needs.

In 1986, therefore, the Standing Committee argued that the time had come to make resources available for jointly agreed programmes of higher education co-operation, by establishing a Fund for Higher Education Co-operation, to which all countries would contribute, and from which all would draw benefits. In particular, the Fund would support institution building through staff development, better management systems, better libraries and data processing facilities, upgrading of centres for advanced studies and research with a strong postgraduate component, introduction of new technologies to assist teaching, research and administration, supporting networks of scholars and promotion of institutional links, and increasing flows of scholars to institutions in the South.

The Standing Committee proposed that the bulk of the Fund should support co-operation in distance education, and thereafter a variety of specific Commonwealth higher education programmes. It affirmed its belief that

> student mobility and education co-operation are fundamental to the future of the Commonwealth itself. They create a network of institutional links which underpin progress in many spheres of national development and of scientific and technological advance. At the same time they provide the framework in which friendships and understanding at the personal level can flourish, enabling a future generation of leaders to know and respect one another and develop common values and shared ideals. If however they are to develop in the manner and on the scale we have advocated, the creation of an enabling mechanism is essential. One challenge remains. This is to mobilise the commitment and the resources to ensure that the needs are met (Fifth Report, pp 13-14).

Commonwealth Ministers of Education meeting in Nairobi in 1987 considered the recommendations of the Standing Committee. They agreed that maintaining the free flow of scholars throughout the Commonwealth was important, but that at the same time complementary opportunities existed for developing higher education systems through staff development, regional centres of specialisation, enhancing the role of women in higher education, and establishing institutional links and regional networks on a South-South axis. Such activities would contribute to strong higher education systems in the developing Commonwealth.

Ministers considered that while support was being given to higher education development through bilateral assistance programmes, other requirements and opportunities existed which should be addressed through multilateral funding, including South-South linkages supporting staff and student exchanges, joint research projects, and opportunities for sharing materials and publications. However, while Ministers welcomed the idea of a special Commonwealth Fund for Higher Education Co-operation in principle, as a way of making possible new forms of interchange, they felt that the collaborative programmes suggested by the Standing Committee needed to be tested against the trends and experience of member countries in the context of existing bilateral programmes of assistance. A phase of fact finding and analysis would make possible the development of substantive proposals for action.

INTRODUCTION TO THE SURVEY

This report begins the process of analysis by setting the recommendations of the Standing Committee within the broader context of international development. It does not deal with the various specific recommendations of the Standing Committee, but attempts to move the discussion forward by identifying possibilities for action on a Commonwealth front. By surveying the policies and programmes of various international agencies, and taking account of evidence from developing Commonwealth institutions, the report attempts to

-- draw out briefly some of the themes relevant to institution building and higher education co-operation within the international community

-- identify needs and priorities for strengthening the capacities of higher education institutions

-- highlight infrastructures which have potential to meet those needs in a cost-effective and collaborative way, and

-- suggest ways in which resources might be mobilised to underwrite the costs of regional co-operation.

There will be little discussion of two important aspects of higher education co-operation: scholarships and student mobility, and distance learning. Student mobility has been under constant review by the Standing Committee and the Higher Education Unit of the Human Resource Development Group, and is well documented (Appendix 2). The potential of distance learning for the tertiary subsector -- consonant with the founding of the Commonwealth of Learning in September 1988 -- has also been addressed in detail in recent Commonwealth Secretariat publications (also in Appendix 2).

METHODOLOGY

Between November 1988 and April 1989, the Education Programme of the Commonwealth Secretariat carried out a survey of international programmes in the higher education subsector. The survey was broadly based, but inevitably selective. During the first phase, letters were sent to personal and official contacts in all regions of the Commonwealth (Appendix 1) to capture some impression of a cross-section of agencies (bilateral and multilateral, the development banks) at work in Africa, Asia and the Pacific, Latin America and the Caribbean. As the special problems of bilateral funding for regional co-operation became clearer, the survey began to look as well at the programmes of specialist agencies (IDRC for example), and the so-called 'friendly foundations' (Rockefeller, Ford and Carnegie) which by nature and often by preference have enhanced capacity for promoting and supporting inter-regional co-operation.

During the first phase, published documents (statements of policy, commissioned reports, conference papers and research materials inter alia) which had a bearing on aspects of higher education development were requested, and no attempt was made to commission material specifically tailored to the themes of institution building, institutional co-operation, and aid agency priorities. Documents were sought which would give the distinctive flavour of each agency, and highlight particular aspects of the main issues. Personal advice was sometimes requested and often given in full measure. The response to these requests was generous, and a useful collection of documents has now been accumulated in the Commonwealth Secretariat library (Appendix 2).

From the papers and personal interventions, it was possible to devise a preliminary conceptual framework for the next phase of the project, and in January and February 1989, visits were made to

- -- Paris (UNESCO, International Institute for Educational Planning, the International Association of Universities)
- -- London (Overseas Development Administration, the British Council)
- -- Ottawa (Canadian International Development Agency, the International Development Research Centre, the Association of Universities and Colleges of Canada)
- -- New York (United Nations Development Programme, the Rockefeller Foundation, the Ford Foundation)
- -- Washington (United States Agency for International Development, the World Bank).

Further helpful information and yet more documents were gathered at the January 1989 meeting of the Association of African Universities in Cairo, and during the course of other (unassociated) professional visits undertaken during this period.

Colleagues throughout the Commonwealth were generous with their own observations and assessments which, together with the personal interventions from agency personnel, were invaluable in pointing the way through the mass of primary sources which was collected.

The resulting descriptions of agency activities (in Part II) vary widely: some emphasise regional characteristics (UNESCO, USAID), or co-operative infrastructures (UNESCO); others concentrate on agency infrastructure (CIDA) or indicate the national range of developent assistance organisations (FRG); some look primarily at education sector provision (FRG, Britain, Australia), others at international assistance in science and technology, research and information which impinges indirectly but significantly on university development (IDRC and the private foundations). The review has lingered particularly over the regional co-operation programmes of UNESCO in the field of higher education, because the scope, intent and co-operative character of this massive agency is generally not well comprehended. The reviews try to shed light on the international array of possibilities for co-operative ventures.

Where possible direct evidence about projects has been used in order to relieve the abstract consideration of themes and trends, and to give concrete expression to labels which have become vague and sometimes ill-defined through use. Each review tries to highlight one or more programmes which merit consideration: Australia's ACPAD book programme; ODA's focused links at Tanzania's two universities; New Zealand's regional focus in the South Pacific; Rockefeller Foundation's practical networking; CIDA's bilateral assistance for institutional support and capacity building. Some illustrations suggest possibilities for institutional capacity-building, while others highlight possible modes of co-operation.

Only brief generalisations are made about agency programmes, so that they are allowed to speak for themselves. The survey instead draws from them themes and trends which impinge on higher education development.

It became clear early on that it would be difficult for any report with such a broad mandate to do justice in detail to the great range of activities which were identified. The survey looked at aid agency programmes in education, in higher education more particularly; it examined the parameters of institution building in the higher education subsector; it looked at aspects of co-operation among institutions, and among the international agencies themselves; it examined models for co-operative programmes in all Commonwealth regions; and assessed the viability of programmes of South-South co-operation. It was

necessary to be highly selective and focused, but even so it was possible to make only a very superficial survey of the field in order to point to new possibilities for action. Little will be found here which evaluates or analyses: the survey is essentially descriptive.

However, five areas have been chosen for deeper investigation. Four of the the special studies in the Annex to this report (by Carol Priestley, Kevin Lillis, IDRC and IDP) offer rapid reviews of the strategies which have been recommended to the Standing Committee for special consideration. The paper by Steve Packer on the particular interests of post-secondary facilities in small island states addresses the problems of non-university tertiary institutions. More detailed investigations of particular strategies for development or infrastructures for co-operation will be required in order to formulate the next stage of the project.

Finally, particular account has been taken of the Standing Committee's wish to translate its recommendations into action. Over the years it has addressed the fundamental issues of institution building in the Third World by applying a set of unique principles of co-operation, partnership and mutuality. Its recommendations over the years reflect the full breadth and depth of its members' expertise. This body of material alone makes a significant contribution to international understanding of the university development process. The Standing Committee has identified the critical areas for co-operation, and has concluded that what is now needed is a commitment of resources. This report therefore draws out possibilities for mobilising resources to meet the challenge of institution building in the developing world.

SOME DEFINITIONS

'Higher education' is taken to mean a formal system for which the completion of upper secondary schooling is a criterion for entrance. Higher education is divided into university level and non-university level subsectors. University level includes degree-granting undergraduate and postgraduate programmes, as well as non-degree upgrading programmes for high-level professionals. Post-secondary non-university programmes include institutions training higher and middle level technical personnel and/or teachers. (Teacher education is generally accepted as part of tertiary education, though the situation varies considerably between countries.) 'Institution of higher education' refers to a university or a higher education institute or college, or to a faculty or department in such an institution.

The ACU lists 500 university institutions in 29 countries or regions of the Commonwealth. In addition it estimates that if colleges in India and Bangladesh affiliated to universities are counted, there are 7500 other institutions providing some kind of

post-secondary, university-level education spread through the 48 countries of the Commonwealth and their dependencies.

The ACU notes that while universities and affiliated colleges are well charted, with their own organisation (the ACU) to serve their interests and catalogue their activities, the non-university subsector has no such support, and there is little detailed information on a Commonwealth-wide scale about the multitude of polytechnics, technical colleges and institutes. (In January 1989, the Commonwealth Education Programme commissioned a directory of post-secondary education and training institutions in the Caribbean, Indian Ocean, Mediterranean and South Pacific, which will help to identify capacity in support of the Commonwealth's small states programme.)

This report inevitably reflects the existing gap in knowledge, by concentrating almost exclusively on the interests of universities and colleges, particularly in the areas of research and post-graduate study. The special report by Steve Packer in the Annex on post-secondary institutions in small island states of the Pacific and Caribbean helps to redress the balance somewhat by declaring the interests of non-university post-secondary institutions, but work still needs to be done in this area.

Finally, for the purposes of this report, 'regional' co-operation is used synonymously with 'South-South' co-operation, or co-operation among institutions and individuals within a Third World region.

CHAPTER 2

SOME THEMES AND TRENDS IN INTERNATIONAL DEVELOPMENT PROGRAMMES

HUMAN RESOURCE DEVELOPMENT AND INSTITUTION BUILDING

There have been three very general phases in the recent history of donor-assisted human resource development. In the 1960s, donor activities were directed towards training project participants. During the next phase more attention was paid to programme objectives, and training focused on the training of trainers, with emphasis on multiplier effects. During the present phase, attention is increasingly being given to encouraging the development of long-term self-sustaining local capacities for all aspects of human resource development, including planning, needs assessment, management, financial control, administration, and research and evaluation.

Several agencies (including CIDA, Carnegie, and UNDP), are engaged in or completing reviews of human resource development policy, and others have concluded theirs. Significant trends are becoming evident which have important implications for institutional capacity building in the tertiary subsector. Most agencies have come to recognise the importance of

- -- a broad human resource development approach at the country level
- -- long-term programme support rather than incremental project support
- -- building up institutional self-reliance and sustainability
- -- strengthening local self-directing capacities
- -- improving appropriateness of projects and project-related training for the world of work, and
- -- improving quality of education and training while trying to meet expanding needs.

Kenneth King has suggested (King, Bangalore p 23) that the 'rediscovery' of the importance of human resource development is not so much an acknowledgement of the importance of education and training for their own sakes, but more 'a realisation that part of what is seen as the crisis in public sector management in many

developing countries can be dealt with in part by human resource development strategies. Concerns with high level manpower ... are back on the agenda of multilateral and bilateral donors in the 1980s in a way that they have not been since the late 1960s and late 1970s.'

The survey of agency programmes (Part II) suggests that in future an enhanced profile for training of high level manpower may evolve, with implications for the education and training sector itself, and particularly the tertiary subsector.

Long-term project support will encourage sustainable, well-managed and cost-effective institutional infrastructures. Whereas agency support in the tertiary subsector has in the past often been generally directed to specific components of a university or a system -- capital and recurrent funding for an individual faculty with a 'developmental' bias, for example -- and local administrative and managerial, cost and financing concerns were addressed only in the context of each component, the current emphasis widens the approach to provide support to general institutional development and begins to address the broader range of issues within a single programme. The World Bank and CIDA, among others, emphasise this approach.

FUNDING FOR EDUCATION AND THE HIGHER EDUCATION SUBSECTOR

UNESCO's budget documents now identify assistance for higher education in two groups: one which addresses the tertiary subsector itself, and another related to specific programmes of training and research in other sectors (science and technology in particular) which impinge on the higher education subsector. Likewise, for the purposes of this analysis, the survey looked broadly at all the channels through which funding comes into the tertiary subsector. This gives a truer picture of the resources available, but because it is so diffuse it is eminently difficult to quantify.

Some loans and grants are directly available for the education sector per se, for capital building projects, for educational research, for professional prequalification or occasionally upgrading training, developing curricula and teaching resources, for improving institutional and systems efficiency and so forth. But the education sector per se has apparently been disadvantaged by comparison with other economic and social sectors which are more 'developmentally biased' and which may have a greater economic interest for donors -- health and population, water and food production, and maritime and other natural resources, for example.

Education sector funds are supplemented, at least as far as the tertiary subsector is concerned, by grants for research and training projects in other sectors. Research grants now often carry with them complementary funding for books, journals,

hardware, materials, and administrative support. Scholarships and other awards for project-related or participant training of high level manpower in other economic and social sectors complete the triad of tertiary funding. Complementary sources such as links financing, support for professional associations and networks, contributions to NGOs, and so forth were also taken into account.

Given the diffuse nature of funding for activities related to higher education, and on the advice of the Reporting Systems Directorate of OECD/DAC, it was not possible to make an accurate statistical analysis of sector funding for the purposes of this report. It is however possible to indicate general funding trends.

Germany allocates about one quarter of its bilateral development aid to the education sector. Most aid agency budgets however, give fairly low priority to the education sector per se. As far as can be determined, it commands perhaps 4.5 per cent of World Bank lending, less than eight per cent of CIDA's country to country bilateral disbursements, and substantially less than ten per cent of total official development assistance among major bilaterals. Direct training and institutional support is however an important component of technical assistance to manpower development in other development sectors, in science- and technology-related areas, and for complementary research and information skills in various fields.

Table 1. External Aid to African Education and Training by Source, 1981-83 Average* (US$m)

	Education sector					
	Overseas Fellowships	Other	Sub-total	Project-related training	Cost of hosting African students abroad	Total
OECD and OPEC members	168.2	617.3	785.5	394.4	189.8	1389.7
Concessional aid	168.2	589.2	757.4	366.9	189.8	1314.1
Bilateral	149.4	357.8	507.2	240.6	189.8	943.6
France	23.4	182.8	206.2		73.2	279.4
Belgium	14.6	43.9	58.5		7.4	65.9
United Kingdom	15.7	24.2	39.9		23.8	63.7
United States	7.0	29.3	36.3		64.3	100.6
Germany, Federal Rep.	4.5	14.7	19.2		7.5	26.7
Italy	2.4	15.4	17.8		3.7	21.5
Sweden	0.3	23.0	23.3		0.0	23.3
Other and not distributed	81.5	24.5	106.0	240.6	9.9	362.5
Multilateral	18.8	231.4	250.2	120.3	0.0	370.5
International Development Association		128.6	128.6	54.3	0.0	182.9
African Development Fund	0.0	33.7	33.7	14.6	0.0	48.3
European Development Fund	13.2	26.6	39.8		0.0	39.8
United Nations Development Program	2.2	15.8	18.0		0.0	18.0
UNICEF	0.6	7.8	8.4		0.0	8.4
Others and not distributed	2.8	18.9	21.7	51.4	0.0	73.1
Nonconcessional aid	0.0	28.1	28.1	27.5	0.0	55.6
IBRD	0.0	11.9	11.9	7.9	0.0	19.8
African Development Bank	0.0	16.2	16.2	19.6	0.0	35.8
East European nonmarket economics & Cuba	32.8	7.2	40.0		50.8	90.8
Other (Egypt, India)	0.0	0.0	0.0		4.7	4.7
Nongovernmental organizations	9.8	80.2	90.0		0.0	90.0
Total	210.8	704.7	915.5	394.4	245.3	1555.2

* World Bank, **Education in Sub-Saharan Africa**, 1988, p 148.

Within the education sector itself, agencies often declare a preference for basic education and literacy programmes, although some like AIDAB (Australia) and HEDCO (Ireland) concentrate on the tertiary subsector. The theme of enhancing the quality of basic education currently dominates agency discussions, and most have pulled back substantially from their earlier concentration on building and maintaining education capital facilities at various levels.

The World Bank has made strong arguments based on differential rates of return to investment for different levels of education, to support a shift in funding within the education sector towards basic and away from higher education. Its proposals created a substantial furore in the international community (neatly summarised in a review of the IAU meeting of Bank and African representatives in Harare in June 1987 (**Higher Education Policy**, 1, 1, March 1988)).

Although some agencies like Unicef and SIDA have made practical commitments to basic education, it is probable that for the most part neither investment decisions of the agencies nor enrolment policies of developing country ministries of education are particularly influenced by rate of return considerations. Political mandates, infrastructural variables, the degree of visibility of institutions at various levels, and often more mundane practical considerations -- how easy a project is to manage, the predominant language of the institution, the import and foreign exchange components of the project, the structure of the agency -- predominate in making decisions about education spending.

The World Bank has recently analysed education spending patterns in Africa, and it is worth summarising its conclusions here.

The World Bank's analysis was based on the most recent viable statistics (1981-83) on concessional aid, both bilateral and multilateral, from OECD and OPEC sources (excluding non-concessional loans) channelled through education ministries and expended directly on the education sector itself (see Tables 2 and 3).

Only 11 per cent of direct education aid went to operating costs, including crucial system management and capacity-building activities. By contrast, about one quarter was directed at capital projects, 17 per cent supported fellowships for study abroad, and a full 44 per cent funded technical assistance -- that is, foreign experts -- rising to 55 per cent among bilaterals alone.

The characteristics of direct education aid -- both capital intensive, and foreign exchange intensive -- reflected the comparative advantages of the aid donors, and the preferences of recipient governments.

Table 2. External Education Sector Aid from OECD and OPEC Members by Level and Type of Education*

	Dollars (millions) 1981-83 average	Percentage of total					
		Secondary					Other and not distributed
		Primary	General	Teacher training	Vocational/ technical	Teritiary	
		Source					
Concessional aid	757.4	7.4	16.0	6.2	16.9	34.2	19.3
Bilateral	507.2	3.4	20.9	3.0	14.9	42.4	15.4
France	206.2	0.9	34.1	0.9	20.2	39.4	4.5
Belgium	58.5	0.3	30.4	0.3	17.1	40.7	11.2
United Kingdom	39.9	0.3	19.8	5.0	5.0	56.6	13.3
United States	36.3	6.9	10.5	17.1	6.9	29.7	28.9
Germany, Federal Rep.	19.2		4.2	1.6	14.6	59.9	19.7
Italy	17.8	15.7	5.6		7.9	51.7	19.1
Sweden	23.3	29.6	2.1	3.0	18.5	15.5	31.3
Others	106.0	2.6	3.7	3.7	10.2	49.4	30.4
Multilateral	250.2	15.7	6.1	12.7	20.9	17.5	27.1
International Development Association	128.6	27.7	8.1	10.6	26.1	11.4	16.1
African Development Fund	33.7	(.)	8.9	44.5	31.8	2.6	12.2
European Development Fund	39.8	(.)	4.0	(.)	14.3	60.1	21.6
United Nations Development Program	18.0	2.8	1.7	10.6	12.8	25.0	47.1
UNICEF	8.4	39.3	(.)	13.1	2.4	(.)	45.2
Others	21.7	(.)	(.)	(.)	(.)	(.)	100.0
Nonconcessional aid	28.1	22.4	3.6	18.9	28.1	20.6	6.4
IBRD	11.9	27.7	8.4	10.9	26.1	11.8	15.1
African Development Bank	16.2	18.5	(.)	24.7	29.6	27.2	(.)
Total	785.5	8.0	15.6	6.7	17.3	33.7	18.7

Table 3. External Education Sector Aid from OECD and OPEC Members by Purpose*

	Dollars (millions) 1981-83 average	Percentage of total				
		Capital	Technical Assistance	Fellowships	Operating costs and supplies	Non-specified
		Source				
Concessional aid	757.4	26.4	44.3	16.9	10.9	1.5
Bilateral	507.2	7.4	57.5	20.5	12.7	1.9
France	206.2	2.4	82.6	11.4	3.8	(.)
Belgium	58.5	0.3	68.3	25.0	6.4	(.)
United Kingdom	39.9	2.0	55.4	39.3	3.3	(.)
United States	36.3	7.2	56.7	19.3	16.8	(.)
Germany, Federal Rep.	19.2	8.3	41.7	23.4	26.6	(.)
Italy	17.8	1.7	66.3	13.5	18.5	(.)
Sweden	23.3	24.1	25.4	0.7	49.9	(.)
Others	106.0	20.3	12.4	34.4	24.2	8.7
Multilateral	250.2	64.9	17.4	9.6	7.2	0.9
International Development Association	128.6	83.2	16.8	(.)	(.)	(.)
African Development Fund	33.7	86.8	8.3	1.9	3.0	(.)
European Development Fund	39.8	52.8	7.5	33.2	6.5	(.)
United Nations Development Program	18.0	(.)	66.2	12.2	23.6	(.)
UNICEF	8.4	9.5	23.8	7.1	59.5	0.1
Others	21.7	20.3	12.4	34.4	24.2	8.7
Nonconcessional aid	28.1	85.3	11.9	1.1	1.7	(.)
IBRD	11.9	83.2	16.8	(.)	(.)	(.)
African Development Bank	16.2	86.8	8.3	1.9	3.0	(.)
Total	785.5	28.5	43.1	16.4	10.6	1.4

* World Bank, **Education in Sub-Saharan Africa**, pp 150-51.

The distribution of direct aid to education was distinctly skewed toward higher levels. About seven per cent of all direct aid went to primary, as against 34 per cent to the tertiary subsector. Among bilaterals alone, less than four per cent went to primary, 42 per cent to tertiary (with the notable exception of SIDA which in that period allocated about one per cent of bilateral aid to education to the tertiary subsector).

The World Bank postulates that the distribution of direct education aid by subsector reflects both a failure by donors and recipients to appreciate the 'singular importance of primary education in African development', and differences in the way resources for the two subsectors are generated, used and managed. To begin with, external investment in the primary subsector is often managerially awkward. Ninety five per cent of primary education budgets are consumed by teachers salaries and school building, leaving little room for constructive initiative. Schools are highly dispersed, their individual cost is miniscule from the perspective of the donor, and few have the potential to influence system-wide approaches. There is a significant trend towards local self-reliance in building and staffing these schools which excludes potential direct donor involvement, and donors are reluctant to finance teachers salaries as part of conventional investment programmes.

On the other hand, higher education institutions are highly visible, have discernible impact on the sector, and rely heavily on foreign exchange for capital development and equipment costs. (It may also be added, they often work in an international language, and are constituent parts of an international culture.)

Finally, many agencies find it managerially efficient to support staff development in the sector by financing graduate study abroad and either providing university teaching staff direct, or supplementing institutional budgets.

The World Bank's conclusions, and the evidence of this survey, beginning with the consensus on human resource and infra-structural development policies, supports the conclusion that money is not likely to drift significantly from the subsector. The World Bank recently estimated that since 1964, lending for higher education has comprised roughly 27 per cent of its total investment in education, rising from nine per cent to 42 per cent of all education lending by 1988. When the Bank set up its donor Task Force late in 1988 to focus donor commitments in Sub-Saharan Africa, 12 agencies signified their intention to join the higher education exploratory group (against five to six on average for the other subsectors). Canada is currently doubling its scholarships programme to 12,000 and emphasising the role of universities -- both in Canada and abroad -- in the development process. USAID, after withdrawing substantially from subsector capital development projects which dominated the 1960s and much of the 1970s, is reconsidering its support for tertiary institutions, as it confronts the aspect of 'second generation' doldrums -- decaying facilities, outmoded equipment, curricula

and staff -- in universities and colleges it once supported. Higher education is likely to remain one of the main commitments of the international aid community, reflecting as much the preferences of recipient countries, as the convenience of the donors.

SUPPORT FOR REGIONAL CO-OPERATION IN HIGHER EDUCATION

The terminology of higher education co-operation is often vague and ill-defined. The term higher education co-operation itself is sometimes equated loosely with 'inter-university co-operation' or 'institutional linkages'. In fact, it is far broader than the institutions it encompasses and, for the purposes of this report, the broadest possible definition has been used, to include the range of formal and informal, multilateral and bilateral connections between and among individuals, governments and institutions, on national, regional or international levels, through a variety of development sectors which influence university and college development.

The term 'regional' co-operation has been used in preference to 'South-South' co-operation which is more commonly used to describe linkages between developing country institutions and scholars.

Regional Differences

The needs and priorities for institution building, and for co-operative ventures to support such programmes, vary from region to region. Co-operation programmes will need to take account of these priorities, and the varying potentials, special sensibilities, stages of development, political mandates and shifting levels of competence within each region. What may work well in one region will not work well in another. What is possible in one area, will not be possible or appropriate in another.

Co-operation across the Latin American and Caribbean (LAC) region is confounded by problems of language as between Latin American and Caribbean countries, and by marked differences between the traditions and orientation of Latin American universities, and the post-secondary colleges and universities of the small island states. Caribbean island institutions have their own priorities and orientations, beset as they are by problems of scale, tensions within the multi-campus University of the West Indies, and shifts in their relationships with institutions in the metropolitan countries. Universities in Latin America generally operate within a politically charged environment which tends to inhibit prospects for co-operation there.

Asia and the Pacific as defined by agencies is characterised by its immense diversity -- linguistically, geographically and economically. It encompasses India and the Cook Islands, China

and Australia, Turkey and Malaysia, Japan and Bhutan. It includes the world's largest country, its richest, and many of its smallest. It is one of the most educationally dynamic regions of the world, and one of the most needy. It is undergoing profound shifts in economic and political balance of power, with significant implications for Commonwealth co-operation generally. The romancing of China will involve higher and higher proportions of available aid funds, with important implications for other programmes. It will nevertheless contribute further to the great potential for regional partnerships among increasing numbers of strong institutions within the region. The educational characteristics of smaller island states of the Pacific -- like those in the Caribbean -- are coming under closer scrutiny by the larger agencies, and much has still to be learned about economies of scale in that region.

The future of institutions in the African region during this phase of economic recession and social instability is of critical concern to the international agencies surveyed. The crisis of management in many African countries, social destabilisation, and the need to revitalise and broaden resource bases and improve management infrastructures will continue to command financial and human resources on a priority basis for the foreseeable future. Within that context, institutions themselves and the agencies which assist them emphasise the importance of seeking to develop the very fragile framework for co-operation.

It may be that effective institutional collaboration on a regional basis is particularly problematic in Africa, because communications are notoriously difficult, postgraduate programmes are underdeveloped (especially at the PhD level), research facilities inadequate, and professional associations and other NGOs essentially underfunded. UNESCO's standard pattern of regional education networks, in place in Latin America and in Asia, is not operating in Africa. In Asia, strong national and regional institutions -- including the University of Malaya, the University of the Philippines, the Asian Institute of Technology in Thailand, to name but three -- and a number of effective centres of specialisation (including the SEAMEO group) make collaboration among partners possible, although language and continuing 'Western orientation' still create problems. In the small island states of the Caribbean and the Pacific, two regional universities -- the University of the West Indies and the University of the South Pacific -- are specifically oriented to regional co-operation, and aid programmes in the region assist such activities.

Why Co-operate within Regions?

The desirability and practical advantages of co-operation among institutions and scholars within developing regions is often emphasised by international agencies -- the multilaterals and foundations in particular -- and by institutions themselves (at

least as long as there are practical advantages to the institution). Walter Kamba (AESAU, 1984, pp 85-88) has proposed that 'the advocacy for co-operation distils into five categories':

-- efficiency in the use of scarce resources: pooling scarce resources; promoting fruitful specialisation and specialist facilities; reducing the inordinate cost of sending students abroad
-- reduction of dependence on academic linkages outside the region ('academic neo-colonialism') and concomitant brain drain
-- promotion of regional self-reliance in science and technology, particularly in areas relating to local (tropical or sub-tropical) conditions
-- advancement of regional unity, solidarity and understanding
-- enhanced status of the academic community.

Still others reasons might be added to this list: intellectual enrichment, mutual self-interest, cost-effective division of labour, and access to scarce resources (in the case of asymetrical co-operation).

Kamba suggested that 'what is sought is not African academic autarky but rather a situation in which African universities, through a co-ordinated and creative response to the needs of their own contexts, are enabled to interact with universities elsewhere from a stronger base of integrated experience and perspective' (AESAU, 1984, p 87).

These arguments for regional co-operation -- and even for co-operation between regions -- are strong, and for the most part well understood. They have been applied particularly to formal institutional links, information and research networks, and to support proposals for split-site and third country training. But they have apparently not thus far been strong enough to offset the magnetic attraction of the North.

Why Regional Co-operation Falters

Although there may be some consensus in the international community about the advantages of regional co-operation in higher education, it is a minefield of local difficulties: problems of language, communication, shortage of human resources, infrastructural problems, underdeveloped research and postgraduate programmes, weakness or absence of information/research networks, imbalances within regions and unstable economic and political environments.

As a consequence some aid agencies question whether there is sufficient advantage in giving priority to regional exchanges of staff and students, particularly in research and postgraduate programmes ('mediocrity leading mediocrity').

(There are also special problems of inter-regional co-operation, and it happens so infrequently as to be particularly remarkable when it does take place. One recent initiative which has attracted attention is that being undertaken by the European CRE (Conférénce Permanente des Recteurs, des Présidents et Vice-Chanceliers des Universités Européennes) and universities in Latin America to promote joint research, visits and seminars.)

In the end, it can be argued that inadequate funding (and access to foreign exchange), and problems of identifying and supporting appropriate local infrastructures, largely explain why the potential of regional co-operation is not cultivated. (Perhaps cause and effect are circular: inadequacy breeds underfunding which breeds inadequacy.) These factors need to be examined in more detail.

First, co-operative regional programmes often depend on external financing, inevitably carrying with it the agendas and priorities of northern agencies and institutions. Third World universities acknowledge that they cannot easily carry out meaningful research programmes without external assistance. In addition, university administrations, hard pressed to finance day to day activities, will always find it difficult to allocate financial, material and human resources to extra-institutional co-operative programmes.

External funds for regional programmes have often been inadequate or applied for too short a term. A major programme like ANSTI, which has had support from UNESCO, GTZ and UNDP during the decade, is nevertheless considered to be under-funded and has failed to attract local government resources to make it self-sustainable over the long term. Underfunding inhibits further collaborative efforts, staff exchanges, workshops and exchange of publications, and slows down information dissemination.

Second, foreign exchange constraints are a major obstacle to regional interchange, and little effective action has as yet been taken to explore possibilities for effecting reciprocal exchanges on a barter basis which avoid money passing between countries, creating foreign currency pools, or using blocked non-convertible currency deposits held by funding agencies.

Third, for the most part loans and bilateral assistance are channelled on a strict country-to-country basis, so that it becomes inordinately difficult to respond to the needs of regional professional associations and networks, or university exchange programmes based on a regional nexus. In addition, single country projects are easier to manage, and there is some reluctance on the part of these agencies to work with regional infrastructures.

That is not to deny that some bilateral and multilateral donors do embrace the principle of regionalism in their programmes. Countries like New Zealand consistently set aside significant funds for region-wide activities. For other bilateral agencies

regional co-operation, while not an explicit priority, is in fact the way many projects operate, sometimes on an ad hoc basis or else using regional infrastructures (USAID). Multilaterals like UNESCO and UNDP, the private foundations, and research bureaus like IDRC, organised as they are on a thematic or programme basis, use co-operative approaches by preference, as do bilaterals where they are specifically organised around a programme, or have the political interest and capacity to respond to regional organisations like SADCC or CARICOM.

Fourth, the bulk of bilateral funding for advanced study and research continues to favour attachments to 'Western' or 'Northern' institutions. Developing country academics, concerned for their own best interests, vote likewise, although the merits of third country and split-site arrangements are increasingly recognised by both parties. Regional co-operation will only work where recipients want it, and can see a comparative advantage in pursuing it. Until research and postgraduate facilities in developing areas are consolidated, and command concomitant material support both nationally and internationally, regional programmes will struggle to come to life. The increasing strength of national universities and centres of specialisation in the Asian region has demonstrated how successful regional co-operation can be built, through regional research and information networks, co-operating centres of specialisation, and other linkages between individuals and institutions.

Finally, regional infrastructures are often considered too fragile to carry the burden of co-ordinating and sustaining inter-regional programmes. IDRC and UNDP both emphasise the importance of enhancing existing capacities and linking viable university institutions and professional infrastructures in co-operative regional programmes. NGOs like the AAU are seen to have significant potential for facilitating regional exchange, and the World Bank and UNDP both propose to strengthen its capacities to deliver. But local infrastructures may be fragile, and often depend on the motivation and commitment of individuals without a strong and sustainable local base, as the case of the AAU illustrates.

> **Association of African Universities.** Strenuous effort was made during 1988 to reduce the cost of operations in the Association. In spite of this the financial situation of the Association has remained critical. The principal cause of the problem is that many member universities do not pay their subscriptions in time. The objective is that members' subscriptions should be adequate to fund at least the basic administrative expenses of the secretariat and if possible leave a surplus for some core programme activities which the secretariat will strive to raise external funding to supplement. While they might provide support for programme activities, most donor agencies will not fund basic administrative expenses. The Government of Nigeria has continued to give an annual subvention to the Association; the OAU gives a regular modest subvention and the Government

of Ghana provides free of charge infrastructural facilities such as office and residential accommodation, as well as other assistance and privileges to the Association. No other African government has given any subvention to the Association during this period.

Because of the economic crisis on the continent, few African governments were able to provide subventions and other organisations showed little interest in most of the proposals in the programme. The strategy for programme implementation was therefore revised to identify those activities that could be implemented largely from internal resources and those that depended on funding from donor agencies and other organisations. Active co-operation was canvassed from member universities to supplement the resources of the Association. (Extract from the Report of the Executive Board to the General Conference, Cairo, January 1989).

Extent of Existing Co-operation

For universities in the developed world -- the so-called 'North' or 'West' -- external activities supplement a stable and materially rich professional environment. For many developing country institutions however, especially those badly affected by budgetary stress and foreign exchange shortages, and lacking many basic academic commodities, the contributions of the international development community may be the key to sustaining significant elements of its academic life and external relations.

However, developing country institutions must not be viewed only through the spectacles of the donor or from the particular perspective of northern institutions. Despite or in some cases because of the rigours of their social, political and economic context, they enjoy a hardy and lively academic life and support many locally-devised or regional collaborative activities as part of normal institutional procedure.

External Relations at the University of Zambia: A Case Study. A report by the University of Zambia on **Opportunities for Regional Co-operation in Research and Postgraduate Studies** in 1985 (which deserves wide circulation) made the following assessment at the request of the Association of Eastern and Southern African Universities (AESAU):

(1) External examiners: Fifty examiners are recruited each year, wherever possible from within the region, although in order to widen the pool, more information on professional skills in other institutions is needed. There is leeway for examiners to comment on curriculum issues, teaching and research programmes, department management and accreditation.

(2) Staff development: Of 184 staff development fellows in postgraduate programmes, 17 were in Zambia, the rest outside the region, suggesting imperatives for enhanced local and regional postgraduate provision, along with appropriate fellowships, systems of staff exchange and perhaps target quotas for study within the region.

(3) Postgraduate programmes: UNZA's own postgraduate capacity is underutilised at the Masters level. Centres of specialisation are being developed within the region with reciprocal arrangements between participating universities supported by appropriate fellowship and exchange programmes. The University is already involved in several such initiatives:

(a) ANSTI (African Network of Scientific and Technological Institutions): each co-operating university is designated to run a specialised programme and co-ordinate activities in one of nine fields on behalf of the university consortium. In this case UNZA offers postgraduate and research facilities in mining and metallurgical engineering. The ANSTI management committee reviews the programme of regional co-operation but does not intervene in issues of curriculum content and examining.

(b) ARPIS (African Regional Postgraduate Programme in Insect Science) on the other hand, is a consortium of ten participating universities on whose behalf the International Centre of Insect Physiology and Ecology (ICIPE) runs postgraduate degree programmes. The regional academic board oversees curriculum and examining.

(c) Joint Revision Course for Basic Sciences is a joint programme between the Universities of Zambia and Zimbabwe for one component of the degree in medicine.

UNZA notes that although the international aid community provides core funding and scholarship assistance for all these activities, funding is either inadequate or insecure. Scholarship funding in general has failed to alter the pattern of preference for programmes in Western universities. There are additionally problems of communication among institutions, and different academic calendars within the region.

(4) Student exchange: UNZA operates a bilateral exchange with the University of Dar es Salaam on an equal-numbers, no-funds basis, thereby allowing students to take advantage of facilities not available at their own university.

(5) Research affiliation: The affiliation scheme allows visiting researchers to be affiliated to the university and to use its facilities; the majority are from outside the region.

(6) Development oriented research: Research is funded by donor agencies, primarily SAREC (Swedish Agency for Research Co-operation in Developing Countries) and IDRC, UNESCO and ILO, and UNZA co-operates with a regional inter-university advisory committee (SADRA, Southern African Development Research Association, funded by SAREC) on research priorities, locations and funding.

(7) Information networking: UNZA staff co-operate with SADIS (Southern African Documentation and Information System), and through it with PADIS (Pan-African Documentation and Information System), RRAG (Research Review and Advisory Group) and a number of other professional associations and networks including CODESRIA (Council for Development of Economic and Social Research in Africa) and UNDP's TCDC (Technical Co-operation Among Developing Countries, 'a conscious, systematic and politically motivated process developed to create a framework for multiple links between developing countries').

The University of Zambia's report identifies potential for further regional co-operation in the field of student fellowships, credit transfers, staff exchanges, research co-ordination and publications, information networking, and specialised services (particularly computerised facilities).

At the regional level, and despite its budgetary difficulties, the AAU has been able to implement several regional programmes, though not on a significantly large scale. Recent activities include a conference on strengthening co-operation between the AAU and academic associations, which established the Network of African Scientific Organisations; a staff exchange programme for 26 academics between 1985 and 1988; the Interaf Scholarship Programme, a student exchange programme depending on scholarships offered by 11 African universities; and the Africa 2000 Scholarship Programme funded by CIDA to provide higher education opportunities for African women (C$500,000 over four years) in tertiary institutions in Africa.

This report has only been able to indicate what possibilities for co-operation exist, and what the drawbacks and potentials are. It has not been possible to explore fully the appropriateness or otherwise of each individual programme. Instead, the survey looked at the broad range of co-operative institution building strategies in order to suggest which of those seem to have viability and potential for regional ventures, and it is to those strategies the report now turns.

CHAPTER 3

STRATEGIES FOR INSTITUTIONAL DEVELOPMENT

IDENTIFYING STRATEGIES

In discussing how international agencies contribute to institution building, it is important to distinguish between the strategies which serve to create stronger, more self-reliant professional institutions, and the mechanisms or systems (many of them co-operative) for delivering those inputs. (Many sources, including the recommendations of the Standing Committee itself, fail to make this distinction.)

The basic difficulty was distinguishing between the projected outcomes or objectives of a project (research, staff development and so forth) and the mechanisms (exchanges, transfer of technology, links). It is clear that what might be a mechanism in one project (say a link or a technology transfer), might be an explicit outcome in another project. It is with these outcomes (or strategies) and mechanisms (or delivery systems) that the following chapters are concerned.

It is possible first to distinguish very briefly those strategies which were identified by agencies and institutions alike as being particularly significant for strengthening the academic and professional life of colleges and universities.

Capital development of tertiary institutions was an important theme of agency funding during the 1960s and 1970s. In most Third World countries, the great period of capital expansion of those years is over. In the 1980s, capital funds may be directed not so much at building new facilities, as at making adjustments to existing infrastructures to sustain, enhance or adjust enrolment quotas or diversify course offerings.

Improved management, planning and administrative techniques constitute the underpinnings of institutional capacity. Aspects of policy formulation, training in appropriate administrative skills, development of planning capacity (including appropriate databases and information systems) have been identified as priorities for the next decade.

Research and postgraduate programmes are the locus of scholarship, the basis for scholarly exchange, and the visible measure of an institution's capacity. Programmes to provide appropriate facilities, equipment and materials, scholarships and

fellowships, professional resources, research and information support networks, and other collaborative networks are the object of many aid projects. Significant attention is being paid to the potential of centres of excellence (or, a preferable designation, of specialisation) for maximising the use of existing resources.

Appropriate resources for teachers are high on some agency agendas (especially some not reviewed, like SIDA and FINNIDA), including provision for teaching/learning materials, consumables, texts, equipment supply and repair, professional and pedagogical support, and transfer of appropriate technology. Such inputs are often supplementary components of research projects.

Curriculum relevance has been given significant attention, but there is also concern about updating outmoded curricula, particularly in science and technology.

Staff development is a priority with a few agencies, UNESCO and DSE/DAAD notable amongst them, at both the pre-qualification and post-qualification stages, and includes aspects of professional as well as pedagogical training and support.

Learning/teaching technologies seem to provide new opportunities for expanding and enhancing university programmes: open learning and distance teaching, and the technologies and resources which go with them, are still seen as largely experimental by most agencies surveyed, although their potential is recognised.

Finally, the desirability of broadening the resource base for university programmes is coming more and more to the fore, and proposals are being made about establishing endowment funds, facilitating access to foreign exchange, establishing appropriate student loan and scholarship facilities, appropriate unit costs, and enhanced cost-effectiveness and internal efficiency.

NEEDS AND PRIORITIES

This review of the range of strategies, and evidence from the agencies and developing country institutions suggest that there are three areas which have significant potential for strengthening institutional capacity in a co-operative way.

Staff Development

Enrolment in tertiary education increased globally at a rate of 5.3 per cent per annum between 1970 and 1980, and 3.3 per cent from 1980-85. The tertiary teaching cadre grew at a rate of 5.4 per cent during the first decade, and 1.8 per cent subsequently.

All staff require not only appropriate professional skills, but skills in teaching, research and administration. Pre-qualification training in any of these needs to be supplemented by appropriate in-service education and training.

International assistance for pre-qualification preparation (to Masters or Doctorate level) of university academic staff has been substantial and takes place more often than previously (though many would argue not often enough) within regions, with more emphasis on third country, split-site training. Scholarship programmes, and study and research awards assist with post-qualification staff development, although staff shortages at many developing country institutions mean that releasing lecturers for professional enhancement programmes is problematic.

On the other hand, strategies for improving teaching (pedagogical) skills have been harder to identify and little attention has been paid to this issue by institutions or donors. Few real opportunities exist for improving teaching skills of university staff although UNESCO and the Federal Republic of Germany in particular have been preoccupied with the problem for some years. Lack of formal programmes is exacerbated by the situation within the institutions themselves. One educational planner has suggested that

> availability of resources, organisation of seminars, peer group activities, and evaluation of instructors by the learners help instructors in developed countries to improve upon their teaching methods. The use of audio-visual techniques, group dynamics and opportunities for free discussion and debates between instructors on the one hand and learners on the other help develop a more conducive teaching and learning atmosphere. In developing countries, such opportunities are rare (German Foundation for International Development, 1988, p 145-146).

Staff upgrading has perhaps had low priority because there are generally no material incentives for improved performance, and there are few definite policy and institutional models for staff development: the process of identifying and implementing programmes for developing teaching skills is very complicated, and little attention has been paid by academic planners and decision-makers to this area.

The main needs are variously identified. Improving university teaching is central and covers a range of activities: curriculum and course planning, techniques for designing courses; teaching skills and evaluation, using a variety of communicative strategies including narration, demonstration, exposition and techniques of conversation; the application of specific methods of teaching; student learning and development, taking account of the different characteristics of students.

There are additionally research and management skills, guidance counselling, testing, assessment and evaluation techniques, basic skills in editing and publication, and professional upgrading requirements.

UNESCO suggests that staff development in higher education is still at an initial stage of development (UNESCO, **Co-operation in Staff Development**, 1987, p 14). It is certainly under-developed in industrialised countries, although staff training is obligatory in some, and participation in staff development and faculty assessment are recognised criteria for tenure and promotion (ibid). In the United Kingdom, a Universities' Staff Development and Training Unit has recently been established by the UK Committee of Vice-Chancellors and Principals, at the University of Sheffield.

In Europe it has been suggested that research on staff development and the implementation of appropriate programmes will have little effect if the organisation and the circumstances are not adapted in a systemic manner to the needs of the institutions whose functioning they purport to improve. Ideally, specialised centres of research on university teaching and learning should be organised and function at each institution of higher education (UNESCO, **Co-operation in Staff Development**, 1987, pp 8-9).

Developing Commonwealth institutions rarely have access to the resources required to establish a staff development unit, however desirable that might be, and they will have to rely for the foreseeable future on co-operative programmes with assistance from the international community.

In the absence of appropriate resources, much can be done in the way of exchanging information about innovations in higher education, pooling materials on staff development, and co-operating in joint activities (meetings, workshops, conferences, joint research). The special paper prepared by the Australian Universities and Colleges International Development Programme (IDP) in the Annex to this report highlights some possibilities, with reference to the Asia and Pacific region.

In Africa, ECA and the Netherlands government have co-operated in establishing the Institute of Development Management in Botswana, to assist in improving the academic qualifications of university staff in Africa. Germany's DSE has organised a number of national, sub-regional and regional workshops and courses for improving academic skills, and is co-operating with ECA and the East and Southern African Management Institute (ESAMI) in launching a more permanent programme.

UNESCO, on the advice of its Regional Advisory Committee on Higher Education in Africa, has identified staff development as a priority, but has as yet been unable to secure funding for more than a series of ad hoc meetings.

University staff development programmes must also address the needs of non-academic, administrative and technical staff. Developing country institutions have generally been unable or unwilling to systematise training of the administration, information, planning and technical cadres, although national and regional ad hoc training courses have occasionally been offered at different levels. With the advent of new technologies, the need is critical. (See the next section on Training for Educational Planning and Management and the special paper by Kevin Lillis in the Annex to this report.)

Commonwealth Africa Vice-Chancellors meeting in Harare in 1986, considered the potential of regional staff interchange programmes for staff development -- in terms of cost-effectiveness, relevance and mutual co-operation. They identified a range of possibilities, including regional staff exchanges, facilitated through sabbatical leave arrangements, study leave/visits, external examining, research visits, evaluation and assessment visits related to curriculum development, consultancies, and consortia of Vice-Chancellors, Deans and others. Thus far, no Commonwealth programme has evolved to take account of these recommendations, although the Academic Exchange Scheme administered by CFTC and the ACU assists ad hoc visits by academics to other Commonwealth institutions. For the most part universities and regional associations depend on what resources they can muster, project-related attendance at conferences and seminars, and other ad hoc arrangements supported by the international community. External examining procedures often involve indigenous academics, and supplement otherwise meagre exchanges.

Regional co-operation of this kind is of course dogged by the usual constraints: lack of funds and foreign exchange in particular, language difficulties, salary differentials, accommodation, resistant attitudes, shortage of human resources, infrastructural problems (communication, technology, equipment), and sometimes economically and politically unstable environments.

Nevertheless, opportunities exist for overcoming some of the problems in supporting regional staff exchanges:

(1) Funding and foreign exchange: international aid for
    (a) pools to underwrite barter exchange arrangements;
    (b) creating foreign currency pools;
    (c) using blocked (non-convertible) local currency deposits to fund exchanges;

(2) Travel grants and subsistence:
    (a) additional funding for ACU and CFTC programmes for staff exchange;
    (b) international aid community support for programmes like the Commonwealth Scholarship and Fellowship Plan and the CFTC Academic Staff Exchange Scheme;

(3) Fellowship award schemes: long- or short-term advanced fellowships tenable at Third World institutions or research centres.

(4) Implementing agencies: the creation of effective implementation agencies, or identification of those with potential to carry exchange programmes, such as professional networks and professional associations, or regional associations.

(5) Information: more systematic exchange of information among universities about courses, research programmes and staff to facilitate staff exchange.

More difficult questions arise about whether staff development is achieved simply by opportunities to travel within regions, or whether it requires structured programmes of training and experience within institutions. Whether Third World institutions have the capacity or the motivation to offer this, whether there is an environment which is receptive enough, whether the needs at any one institution are great enough to warrant a staff development unit, and evaluation of possibilities for regional staff development programmes are important questions, but outside the remit of this report.

A Note on Consultancies.

The employment of LDC university staff as consultants for projects on which they are particularly qualified to advise, either in their own countries or others is one way in which the professional skills of developing country academics can be stretched. The desirability of using Third World consultants is accepted within the donor community, at least in theory. In practice, however, long custom and specific funding arrangements promote the recruitment of developed country nationals.

A number of bilateral agencies have established national consultancy trusts with the World Bank, to be used for hiring their own nationals on World Bank projects. The motivation is realistic: to allow their nationals to get World Bank experience; to put their view across to the Bank on development issues; to influence project specifications and terms of procurement; and in effect to subsidise the export of professional services. Bank officers use these trusts to hire consultants, thus freeing their own discretionary funds for project development. So while the policy within the Bank is ostensibly to prefer Third World consultants, there is no practical requirement that the policy be implemented.

There are attempts to deal indirectly with the problem. The Bank has proposed that a trust fund be established by the donor community to engage local policy analysts as project consultants

in education sector management projects, with a view to enhancing their career opportunities and providing them with experience in other countries of the region. Reactions from the donor community to the proposal are being sought.

On the developing country side, there is much work to be done in preparing rosters, arguing for quotas and special missions to enlarge the consultancy pool, and pursuing the basic premise with vigour.

Training for Educational Planning and Management

The inefficient management of university resources -- human, physical, financial and material -- has been well documented in project literature. Reports speak of inappropriate support staff/professional staff ratios and staff/student ratios, financial maladministration, high wastage rates, high unit costs and inadequate resource bases, lack of planning capacity to address issues of external efficiency, lack of equipment supply, maintenance and repair programmes, and so forth.

Much of the difficulty arises because although it has been understood for some time that improved management and planning techniques are essential for institution-building, the basic issues of university management and planning, and the constituents of appropriate training for both policy-makers and administrators in Third World institutions, have not been addressed in any consistent way by university administrators or the agencies. Governments have generally failed to resource better management tactics. Agency literature, and particularly that of the World Bank, highlights a significant failure on the part of agencies to devise and adopt constructive programmes in essential aspects of institutional and subsector management and planning.

Philip Altbach has argued (Altbach, 1987, p 13) that the complexity of university management is little understood, especially in developing countries. Modern universities are structurally complex and diverse, labour intensive, decentralised and bureaucratic. But they are composed of professionals who tend by training and tradition to be autonomous. Little serious attention has been paid to the development of appropriate administration techniques (the technical aspects of the functioning of institutions, the co-ordination and operation of the university's infrastructure and bureaucracy) and governance processes (the policies and procedures for decision-making in the academic context) of higher education in the Third World. Nor has the competence and training of university administrators been properly assessed. Senior administrators often come from the professorial ranks -- and have little administrative training. Junior staff are appointed through normal civil service procedures -- and have no special knowledge or experience of

higher education. Neither has detailed knowledge of the functioning of universities, or of management techniques peculiar to the traditions of higher education. Altbach concludes

> Too little attention has been given to the increasingly complex administrative structures and functions of the modern university. Even in many of the industrialised nations of Europe, career lines in administration have slowly emerged. The outmoded concept of the university as a small, rigidly hierarchal institution which does not require careful management remains strong. In the Third World, with its special problems, administration even more urgently requires such attention. Further, the nexus of relationships with differentiated traditional -- and appropriately academically dominated -- governance on the one hand, and the detailed aspects of day-to-day administration need to be defined so that the academic structures of the university can operate in a rational and efficient manner (Altbach, 1987, p 15).

Many early aid programmes tended to approach institutional development on a piecemeal basis, without regard for long-term institutional needs, and management and planning considerations (with notable exceptions like the Ford and Rockefeller Foundations in the 1960s, for example). The international community now increasingly supports strategies for improving sectoral and institutional management, instead of concentrating on single faculties or subject areas. Two levels of management are being addressed: the technical and managerial aspects of education administration (bookkeeping, budgeting, planning and management), and policy research and design.

Strategies have included the provision of fellowships, study grants and in-service training for administrators and managers, policy seminars for senior administrators, hardware for management information systems, advice on establishment and scheduling issues, help with rationalising the use of facilities and equipment, and advice on policies to improve and adjust student flows. There is potential for experimentation with other strategies, including periodicals and books, development of resource manuals combined with training workshops for mid-level managers and planners, and regional programmes of workshops, seminars and conferences directed at very specific problems of academic administrators.

The paper by Kevin Lillis in the Annex to this report identifies issues related to management and planning upgrading, with particular reference to Africa, assesses existing programmes, and suggests some useful ways forward.

Book and Publication Programmes

High priority has been placed for years by the aid community and tertiary institutions alike on resolving shortages of books and other materials for teaching and research, improving university stocks of books and journals, and supporting regional university presses and local commercial publishers. But progress has been frustratingly slow, and basic problems of library materials and textbooks, which are not after all intractable, will just not go away.

Much has been achieved through university links programmes, research and postgraduate support programmes, and projects specifically tailored to meet sectoral requirements, like ODAs Books Presentation Programme, Australia's ACPAD (p 60), the Canadian Organisation for Development Through Education (CODE), and the persistent efforts of Scandinavian governments. These approaches are discussed and evaluated in the paper by Carol Priestley on **Libraries and Books Development** in the Annex to this report. Evidence thus far indicates that such programmes are only effective where they are entirely demand-led.

Reliance on external assistance will continue but much can be done in the interim to devise a framework for regional publishing capacities, in part at least to offset the dominant influence of the rich nations on the scientific and intellectual communities of the Third World, in particular through disadvantageous publication practices and control of communication and information networks. The achievement of vital regional publishing programmes, aided by neutral brokers and disinterested multilaterals, will depend of course on many factors including the size and maturity of academic communities, the strength of their research and postgraduate programmes, the existence of a professional market for scholarly publications outside of the tertiary institutions, and access to the international academic book market. Although the strength of such factors differs considerably among the regions, there are at least five useful areas for donor assistance.

(1) surveys of the state of academic publishing by region

(2) support for regional publishing and sales strategies to overcome the relatively small scale of national markets

(3) publishing subsidies for indigenous publishers -- either commercial houses or university presses, linked to technical assistance for improved management and editorial capacity

(4) editorial and production assistance for locally-initiated texts and other teaching materials

(5) subsidies for production of university materials -- journals, research reports, conference proceedings, thesis abstracts, consultancy reports and the like.

Establishment of regional publishing capacity (involving supply of paper, equipment, training and access to favourable loan facilities) is a long-term proposition. In the interim, there is much that can be accomplished by targeted co-operation.

(1) joint publications -- pooling the production, marketing, and distribution resources of a number of universities and institutes, to reach larger markets

(2) co-operation in exchanging publications and other documents

(3) co-operation with international publishers

(4) international distribution of research abstracts and catalogues of academic texts published in English

(5) support for subscriptions to selected regional journals for distribution to academic institutions in other Third World countries

(6) access to books, journals and information networks of the North.

Carol Priestley's paper deals with two immediately critical needs -- library development and book programmes -- which are relevant to the needs of the current cohort of learners.

Information

There is a strong consensus that the collection and analysis of education statistics, and the development of databases are basic needs for the sector, and further modes of co-operation can fruitfully be explored.

But information needs in the tertiary subsector go far beyond those needed for planning and management purposes, and include inventories of scholars, research projects, course offerings, programmes of academic innovation, and theses and dissertations generated at developing country institutions.

There is a great deal of information available in one form or another, but the problem often lies in retrieving it. It needs to be more available, and more efficiently distributed to targeted populations.

Potential already exists for computer-linked information networks within regions where appropriate technologies are in place, without involving significant additional physical or administrative infrastructure. An information network of this kind in a particular subject area could:

(1) provide information and copies of documents on request

(2) conduct computer searches of the literature on the subject

(3) publish periodical bibliographical indexes

(4) commission and publish occasional annotated bibliographies

(5) commission and publish critical state-of-the art reviews in specialised areas

(6) publish periodical research abstracts

(7) provide access to other regional networks

(8) supply information to other regional networks.

Information networks operating in this way reduce the isolation of Third World researchers, and make research findings as well as pre-publication materials widely accessible. Where hardware is in place, the local cost of telephone and satellite linkages involve no foreign exchange.

Where appropriate technologies are not yet available, a high priority should be to develop adequate information networks comprising directories and handbooks essential to research, training and other collaboration across institutions, the exchange of newsletters, journals and calendars among sister institutions, along with appropriate training of information personnel.

IDRC's special paper in the Annex to this report highlights some of the issues and the potential in various regions for enhanced information networking.

CHAPTER 4

DELIVERY SYSTEMS

The report turns now to consider the mechanisms or systems which are used in the process of institution building, as distinct from the strategies which were explored in the previous chapter.

There have been various attempts at classifying the many mechanisms or modes for university co-operation, including most recently a useful note by the President of the University of the Philippines at the last IAU Conference (Abueva, 1988), and the monumental ICU study of university co-operation with developing countries (Instituto per la Cooperazione Universitaria, 1988). Because of the multiplicity of models, functional categories are difficult to define, and this survey has not attempted a full review of the field. But the great range of co-operative mechanisms through which agencies and institutions work was remarkable.

MECHANISMS FOR CO-OPERATION

Three broad categories for institutional co-operation have been identified: long-term and relatively permanent institutional channels, medium-term assistance programmes, and short-term, usually ad hoc activity support.

Long-term institutional channels supported by the international community range in nature from institution-based training and/or research programmes (often involving a centre of specialisation), to international or regional information and research networks, and professional and policy- or subject-related associations.

Institution-based training and research programmes may involve institutions in relatively independent but co-ordinated activities. Universities in the ANSTI network and the SEAMEO Regional Centres are designated in selected areas of competence for which they devise programmes of research and training. Alternatively, institutions may agree to co-operate in a consortium in which curriculum development and examination devolves to the new entity (ARPIS, for example). The Consortium Graduate School involves the University of the West Indies and the University of Guyana in a two-year multi-disciplinary social science graduate programme, based in Mona, with support from

IDRC, the Ford Foundation and UNDP. Other consortia may be established to pool resources for training and research, as in the case of FLACSO (Latin American Faculty of Social Sciences), established in the late 1960s with UNDP assistance, to provide training in social sciences at the masters level at a number of Latin American centres. More simply, some universities become expert at mobilising resources in their own interests. The University of Malaya established its Institute of Advanced Studies (IAS) in 1979 to strengthen postgraduate training and research programmes, to facilitate collaboration with national, regional and international organisations, and encourage the free flow of scholars. The Institute receives funding from the Government of Malaysia, supplemented by external assistane from Toyota, IDRC, WHO, UNESCO and UNU.

Donors also support international or regional information or research networks which are often sector specific and involve scholars and teachers at various institutions, and related publications. Information or knowledge networks have significant potential as co-operation mechanisms, although their success has been patchy and variable according to region. SADIS (Southern African Documentation and Information System) is a SADCC institution established in 1982 to network development research information in the SADCC region, with a centre in Harare. The regional network links up with the all-African network PADIS (Pan-African Documentation and Information System) supported by the ECA. TRACE (Trans Regional Academic Mobility and Credential Evaluation) is a data network initiated by a consortium of agencies and academics. It aims to exchange standardised information about higher education and professional training, using modern technology to link databases in an international data network, with benefits for research in comparative higher education and international exchange among institutions. The project is being co-ordinated by the International Association of Universities (IAU) in Paris.

Networks of researchers in specialist subject areas (as distinct from professional associations) may be self-starting, or receive substantial external support. The South East Asia Forum for Development Alternatives is an association of scholars, researchers and organisers in the ASEAN sharing and exchanging ideas based on problems in development and seeking viable alternatives. ADEP (ASEAN Development Education Project) funded by ASEAN and the Australian Economic Co-operation Programme, networks five existing institutions and agencies in activities related to five selected research and development problems. IESCARIBE (Institute of Economic and Social Research in the Caribbean Basin) is an informal programme of co-operative applied research involving economic and social research institutes in the Caribbean.

Perhaps the most dynamic networks are those which are problem-based, cohering around a focused programme of action. INCLEN (International Clinical Epidemiology Network) is an affiliation of clinical faculty members, biostatisticians, epidemiologists and health economists within medical schools in Asia, Africa and

Latin America committed to practical improvements in health care services (with support from AIDAB, IDRC, Rockefeller Foundation, USAID, World Bank, UNDP and WHO).

Finally a series of international or regional associations which support the work of university professionals at either policy or subject levels were identified. Consultations on university policy are effected through a variety of associations, including regional networks (the Network of Deans and Co-ordinators of Graduate Studies (East and Southern Africa), for example); associations of institutions of higher education (Association des Universités Partiellement ou Entièrement de Langue Française (AUPELF), Association of South East Asian Institutions of Higher Learning (ASAIHL), International Association of Universities (IAU), Association of African Universities (AAU), Association of Eastern and Southern African Universities (AESAU), Association of Commonwealth Universities (ACU)); and regional standing committees (AAU/ECA rectors, SEAMEO, UNESCO's ministerial committees (MINEDAF/MINEDLAC/MINEDAP), and regional advisory committees).

Subject-related professional societies (and their publications) enhance the teaching and research skills of university staff. INCCA (International Network of Centres for Computer Applications) is a system of national training and research centres in computer technology, aimed at improving international co-operation in computer applications in engineering with particular emphasis on developing countries, supported by UNESCO. A new scheme was recently launched by UNESCO in the field of materials science and engineering. LABNET is an international multidisciplinary network of laboratories responsible for research, training, feasibility studies and pilot plant design, working under the direction of a small co-ordinating secretariat supported by UNESCO.

Medium-term assistance programmes facilitate the work of long-term research and training strategies. These are systems or programmes which are not intended to be permanent, but which have the capacity to deliver resources, materials and equipment for institution building. Institutional links (Canada's Educational Institutions Programme, and the UK linking schemes supported by the British Council/ODA) and scholarship/fellowship programmes are the most obvious examples of this mode of co-operation. They are complemented by student and staff exchange programmes, book/library development programmes, and curriculum and staff development programmes. Some of these programmes are considered in more detail in the special papers in the Annex to this report.

Short-term co-operation on an ad hoc basis meets the immediate needs of an institution and its staff, or addresses specific developmental issues. Consultancies, study tours, accreditation/validation/curriculum evaluation visits, sabbaticals/research associateships/visiting fellowships,

external examining, one-off exchanges of staff and students, workshops/seminars/conferences/colloquia, individual research grants all contribute to the intellectual life of institutions.

These more formal structures for co-operation have been examined in some detail because, quite apart from the fact that the details of short-term co-operation are known and understood, there is general agreement that although ad hoc -- and therefore unfocused and intermittent -- exchanges are useful, they do not address the long-term infrastructural needs of developing institutions in any consistent way. Links mechanisms have until recently been considered fairly short-term (three year) commitments. Their evident potential as delivery mechanisms highlights their capacity over the long term, and the report turns now to consider how links, networks and centres of specialisation might serve Commonwealth purposes in higher education co-operation.

SELECTED ALTERNATIVES

Institutional Links

Co-operation among institutions within regions has already been discussed, and a variety of mechanisms for co-operation have been identified. This section is concerned specifically with linking arrangements between tertiary institutions, at least one of them being in the South, and assessing their viability for partnership in institution building.

The term 'linkages' has acquired a wide range of meanings but may perhaps most simply be defined as 'planned institutional co-operation':

> Links are direct operational ties, arrived at through mutual agreement, providing mutual benefit, and requiring mutual investment of resources. Unlike predominantly one-way linkages developed in institutional building projects, linkages imply a two-way exchange for satisfaction of mutual needs. Emphasis is upon mutuality, transaction and collaboration (USAID, University Linkages, 1985, p 5).

Linkages occur at different levels -- informally between individuals, formally or informally between faculties, departments or units of two institutions, between institutions as a whole, or even between groups of institutions (as between ten US engineering universities and the Kanpur Indian Institute of Technology for example). While some links involve developing the higher education institution itself, they are more likely to be associated with specific disciplinary sectors like health, agriculture, population science or water for example, for purposes of research and training. Projects will involve exchanges of personnel, and the transfer of support materials and equipment like books, journals, laboratory equipment, and

vehicles. Scholarships and fellowships (local, regional or abroad, usually in the North) may also be offered through the link.

Expatriate faculty on links programmes have generally been seen by their LDC partners as relatively short-term colleagues, with additional roles in curriculum development, inservice training and research collaboration. But the short-term nature of links may be under pressure within some regions as bilateral agencies increasingly use institutional linking mechanisms as efficient delivery systems for development assistance.

In the first place, many agencies consider that linkages make good development sense, because they have demonstrated a capacity for improving teaching and research in developing country institutions. They are capable of being flexible, efficient, cost-effective and relatively cheap. Their potential for long-term sustainability makes them attractive mechanisms for development aid.

Secondly, linkages reduce the burden on the agency's own infrastructure. To some donors, universities -- at home and abroad -- constitute ready-made agencies for delivering targeted assistance, and their use appears to the agencies to reduce some of the risk involved in managing aid resources at a distance. Australian and Canadian universities are increasingly employed as executing agencies for development assistance projects: they are believed to be competent, reliable and accountable, as well as having the professional expertise required to supply the technical advice and assistance in staff development through workshops, fellowships and transfer of technology.

Thirdly, King has suggested (Bangalore, 1986, p 24-25) that as agencies move from scattershot ad hoc support for projects towards a more focused concern about the local infrastructures which are needed to sustain development, they have also become more aware of the need to invest in projects which have a broader bias. Link projects thus may begin to have an expanded focus, and relate to the institution as a whole, as it contributes to national development, rather than to just a department, faculty or subject area. The problems of institutional infrastructure are addressed over a longer period of time and in a more coherent way.

Some flavour of these trends is evident in a recent evaluation of CIDA's institutional links programme (EIP) run by the Institutional Co-operation and Development Services (ICDS) which concluded inter alia that

> (1) Many institutional linkage projects, due most often to the severe resource constraints faced by developing country institutions, have evolved over time into institutional support or institution building projects, with the Canadian university playing a longer-term and more active role than originally intended. This has involved Canadian

universities in the role of quasi-developmental agencies and has strained the resources of the programme and participating universities.

(2) The severe economic constraints faced by developing country governments in the past decade have in turn led to extreme pressure on the budgets of educational institutions. This factor combined with the long term nature of institutional development projects has led to a shift in the level of effort and the duration of commitment required for meaningful institutional linkage projects. There is now general recognition in the field by all parties that these projects often represent a 7-10 year commitment or even longer and ... it is counterproductive to assume that project goals can be achieved quickly.

Changing fee structures and university funding arrangements in metropolitan countries may also be changing the parameters of linking arrangements:

> With the full cost fee policy in the UK operating for foreign students (outside the EEC), it has become possible to argue that many British universities need aid from the South (via fees) more than the universities and colleges in the South need British links and collaboration. The new economics of foreign student fees has converted many overseas and international committees in British institutions into mechanisms for improving the flow of these valuable commodities.... Even the links arrangements are seen as possible avenues for the recruitment of foreign students, which again reinforces the view in the South that links are designed to help the North. (King, Summary Recommendations in North-South Collaboration, 1985, p 13).

The one-sidedness or unevenness of link partnerships, in which the northern institution advises, consults, fills vacancies in the partner institution, and transfers the technology, equipment, techniques and curriculum, has been given a good deal of attention. The fact that aid agencies address their own agendas through linking arrangements threatens to add to the existing overtones of paternalism, inequality and psychological dependence.

However, there are some promising counters to this trend. USAID suggests that the evolution of strong national institutions in Asia and the Near East offers scope for real development co-operation between partners. Despite the tendency of some donors to perpetuate the donor/recipient psychology, agencies like NUFFIC and CIDA increasingly emphasise the importance of not imposing agency agendas over those of the developing country institution, but of ascertaining the real priorities of counterpart institutions and building them into aid projects. To

the extent too that official links in the tertiary subsector aim to strengthen the teaching, research and management capacity of institutions, they serve the interest of more equal academic relationships between North and South.

Such perceptions are complemented by the realism of Third World institutions, based on at least twenty years' experience with co-operation. Even where regional linkages are valued, the relative advantages of North-oriented links are recognised. At the University of Malaya, for example, of 26 formal links all but two are outside the region. African universities acknowledge that they cannot carry out meaningful research without some external financing, equipment and personnel. Links with northern partners bring material, a training element and access to institutional journals for publication of research findings. For these reasons, Kuhanga (1988) concludes, 'universities in the south will continue to establish links with universities in the North while making every effort to strengthen and maintain existing ones'.

Many developing country institutions have substantial institutional capacity for planning, initiating, organising and sustaining linkages appropriate to their institutional and national context, and some have evolved standard agreements to protect their interests. The IAU envisages the publication of a manual on the negotiation and implementation of university co-operation agreements based on a study of past practice. Some developing country institutions have become adept at monitoring the work of researchers affiliated to their institutions, and sharing more effectively in research agendas and outcomes.

Effective regional co-operation among developing country institutions on the same pattern as their links with the North are barely possible without adequate resources. But it has been difficult to identify international programmes which might underwrite South-South institutional linkages. (The new German 'training partnerships' between universities will, it seems, allow for North-South-South linkages.) Agencies will support networks, regional programmes, and the work of NGOs on a regional basis, but structured linkages beween institutions within a region seem to fall into a funding vacuum.

Opportunities exist for improving the quality of North-South linkages and for mobilising support for South-South linkages in the interests of enhancing institutional capacity and self-reliance:

(1) reiterating the intrinsic value of bilateral institutional linkages on a North-South **and** on a South-South basis, in part to redress imbalances created by the dominance of North-oriented arrangements

(2) subsidising information on the capacities of developing country institutions -- research and postgraduate capacities, staff competencies, facilities and equipment,

course offerings, materials and resources -- through publication and dissemination of inventories, directories and other materials;

(3) co-operating in evaluation studies of linking arrangements, including their social, economic and cultural impact, and their characteristics as channels for development aid to universities

(4) supporting collaborative work on standard procedures for co-operative schemes, and promoting the establishment of co-ordinating offices within developing country institutions

(5) devoting a higher proportion of development assistance to regional linkages, by subsidising worthwhile South-South linkages, and making information about such funding sources readily available.

Networks

Networks are distinct from links because they always involve more than two institutions, and the flow of information is multi-directional, for dissemination throughout the network.

Networks rely on linking mechanisms like workshops, advisory committees, consultants, training programmes and publications. Some are established for a specific short-term task, others are planned as permanent activities, often in support of specific project objectives. Other networks are ad hoc. All depend to a greater or lesser degree on the commitment of the individuals who run them. Most networks are very open, informal and flexible groups which, experience shows, often lead to the establishment of enduring personal links.

From the donor's point of view, the main disadvantage of networking is the cost of the co-ordinating infrastructure where it is required. To participating institutions however, the cost (capital and recurrent) of a network may be lower than almost any other co-operative mode. They have demonstrated their potential for linking researchers in common endeavour, and are increasingly being used by international agencies including IDRC, UNESCO and the foundations for supporting research and research training, and for disseminating findings and information on work in progress, conferences and publications. They are largely free of the dependency/dominance problems of more formal links, and more evenly biased as between industrialised and Third World institutions.

However, agencies report that it is often difficult to identify institutions or associations to which networks can be attached. Developing a network may entail a long-term commitment, including funds, the promotion of managerial capacity among the network partners, and assisting with monitoring and evaluation.

Nevertheless, informal associations or networks are often preferred by agencies interested in supporting high quality research, because formal university research units or institutes have too often been found to be administratively weak, preoccupied, and financially inefficient.

A number of information, research and programmatic networks were identified earlier in this chapter. Developing new or rationalising existing networks requires sensitive management, and long-term commitment. Local networks or associations may be fragile and cannot be overloaded. There is much to be said for strengthening existing networks, rather than trying to create new ones, and for agencies to work together in doing so.

Centres of Specialisation

The concept of 'centres of excellence' has been fashionable during this decade, but the term is highly charged and probably counterproductive. The designation of a 'centre of excellence' implies that other institutions are less than excellent. This is politically unacceptable to smaller universities and to countries with a single (undesignated) national university, and resistance to it may be used to justify a preference for tending one's own garden. African Vice-Chancellors suggested that the designation 'lacks usefulness, implying as it does the idea of conferred privilege and inequality, possibly at the expense of other institutions' (Commonwealth Secretariat, **Institutional Links**, Harare 1986, p 8).

The idea of a centre of specialisation on the other hand carries with it no such conceptual overtones, and significant strides have been made towards creating, supporting and sustaining a number of them (see also **Mechanisms for Co-operation** above) including

-- postgraduate schools (the Caribbean Graduate School Consortium)
-- research institutes (like the Institute of Advanced Studies at the University of Malaya)
-- specialist centres (the Indian Institute of Economics, the Institute of South East Asia Studies (Singapore), the Nigerian Institute of Social and Economic Research at Ibadan, and the Institute of Social and Economic Research at the University of the West Indies)
-- networks of co-operating institutions (ANSTI and ARPIS) which pool resources and facilities to create specialist programmes within a subject area.

Such centres presuppose some kind of preeminence in innovative research or postgraduate training, international recognition for outstanding work in particular fields of scholarly endeavour, sustainable institutional infrastructures capable of supporting

and attracting scholars of repute, and a capacity to disseminate knowledge emanating from scholarly research including an active publications programme, research seminars and training workshops.

Some attempts at pooling specialist resources to create centres of specialisation have failed. Some USAID officials have a jaundiced view of the concentration of resources, whether in a regional university or a consortium arrangement. They point to the experience of the now defunct federal university systems in East Africa and Botswana, Lesotho and Swaziland, and to the fragility of the University of the West Indies, and also to projects like the World Satellite Programme in Indonesia. The latter intended to use distance education to link 'centres of excellence' with other university institutions in a loose consortium of the eastern islands which would themselves become centres of specialisation. The notion failed, despite the provision of facilities, equipment, and a central government subsidy, because each university wanted its own range of faculties whether or not they duplicated those available elsewhere.

Difficulties do arise in creating a positive climate for co-operation among client institutions. Nevertheless, there is a growing recognition among developing country institutions that resources must be concentrated in one place in order to create a 'critical mass' of scholars, researchers, students, facilities and library resources, and that some specialisation of function between institutions on a regional or national basis is often appropriate.

Despite the inherent difficulties, the organisation and co-ordination of such centres of specialisation is of continuing interest to a number of development agencies, IDRC and the private foundations among them, who see the regional advantages of co-operative programmes of research and postgraduate training in specialist subject areas -- engineering, medicine, management. On a slightly different tack, the World Bank has supported the consolidation of several training institutions into a single university, or of departments within a university, to optimise the efficient use of a limited pool of available resources (the Regional Management Training Centre in Senegal, and agricultural centres in the Philippines for example). Some governments too, seeking to enhance the viability of national institutions, have been willing to fund specialist research and postgraduate programmes which will attract international scholars and supplementary funds.

In Africa, the World Bank has suggested that enhanced capacity for postgraduate education and research should be a priority for revitalising the tertiary subsector, and that to achieve this, programmes of excellence must be identified and resourced by the aid community. While it is beyond the capacity of current Commonwealth programmes to support the evolution of specific centres of specialisation, and inappropriate to identify centres for upgrading, they are well placed to assist in the process of

policy development and co-ordination within the international community, in helping institutions to identify themselves as centres of specialisation, and mobilising appropriate resources on their behalf.

For example, within Commonwealth areas of specialisation -- law, health, education, management, youth, economic affairs, inter alia -- it might be possible to invite member countries to nominate from their own institutions a selection of centres of specialisation each year. (The UNU may provide a model for this on the basis of its own experience.) A register of centres of specialisation would spell out

- -- available resources
- -- scholarships, fellowships and other awards
- -- research and postgraduate programmes
- -- publications programmes
- -- regional training and hostel capacity

for each nominated centre. Registration would need to be verified by scholarly consultants, using funds mobilised from the international community. Assessment teams might also identify what additional resources would be needed to bring other centres with potential to international standard, finding funds for this, and assisting them towards registration. Such a programme would aim to register one field, or department, or unit within each region each year.

CHAPTER 5

MOBILISING RESOURCES

DONOR CO-OPERATION

The survey of international agencies shows that after a quarter century of experience, there are clear signs of convergence among donors with regard to approaches, priorities, instruments and channels of assistance. This convergence has facilitated a pronounced shift within the international aid community itself towards co-operation and collaboration in the form of increased informal communication, at conferences and meetings, through information networks, and through more formal infrastructures. Joint project evaluation missions have even been mooted.

> **New Zealand Ministry of Foreign Affairs: Development Co-operation.** New Zealand has strongly supported an Australian initiative to encourage the South Pacific region to focus more sharply on the need for a formal co-ordination mechanism, involving the South Pacific Bureau for Economic Co-operation (SPEC), UNDP and possibly the World Bank. This concept was discussed in detail by regional governments in June 1988 at an 'Economic Issues' meeting organised by SPEC. It was agreed that the next South Pacific Forum meeting scheduled for September 1988 would be asked to approve the establishment of a task force to prepare an options paper detailing two or possibly three co-ordination models for the region. This paper would be considered by a later Forum meeting.
>
> New Zealand continues to develop its own bilateral consultations with other donors active in the South Pacific. Annual consultations take place with the Australian International Development Assistance Bureau (AIDAB) and New Zealand ODA officials liaise with AIDAB's Pacific Regional Team. Since 1985 annual discussions have taken place with Japan to exchange views on the particular development needs and opportunities in the South Pacific and respective ODA policies and procedures. Discussions are also held on an ad hoc basis with representatives from other donors in the region such as the EC, CIDA, USAID, UKODA, IBRD, ADB and United Nations agencies (New Zealand, **Development Co-operation**, 1987, p 17).

Co-operation in the strategy and practice of providing assistance serves a variety of purposes: to pool knowledge; to share large-scale projects; to moderate the effect of budget cuts by one organisation and increases by another; to present a co-ordinated front in dealing with larger multilaterals; to subscribe together to large projects of regional development banks and the World Bank; to avoid duplication of effort; to learn from others' experience; to co-ordinate efforts to meet the development agendas of recipient governments and regional priorities which could not otherwise be met by bilateral programmes. The dangers for the recipients are that a consortium of donors might too easily impose its own set of priorities or push fashionable issues to please their home constituencies.

The experience of development assistance agencies strengthens the trend towards co-operation. Agencies have learned over the years that ad hoc piecemeal efforts on a project-by-project basis are less effective than broad-based approaches, which may often be regional in scope; and where this may be beyond the capacity or interest of a single donor, it may well be within the capacity of a group of donors.

CO-OPERATION MODES

Much collaboration is done on an ad hoc basis. Agency officials meet frequently at international seminars and symposia. Agencies may co-finance individual projects of mutual interest as many of the examples cited in Part II have demonstrated. Some attempt informally to co-ordinate funding on a single critical issue (DAAD has included donors at meetings in East Africa on staff development, and on research capacities for example), or an institution or programme (Makerere University, the University of Dar es Salaam, the University of Ghana).

But more systematic mechanisms have sprung up which support aid agency co-operation.

(1) SPAAR (Special Programme for African Agricultural Research) membership is open to all donors with significant programmes of assistance to African agricultural research. Its semi-annual meetings are held in conjunction with those of the Consultative Group for International Agricultural Research (CGIAR), and at present 23 donors participate in the organisation which is serviced by a small secretariat (an Executive Secretary, one professional and one support staff). The World Bank pays operating expenses of the SPAAR secretariat. SPAAR operates through working groups formed as and when needed. Currently there are groups on networking, on education and training for agricultural research, and on Tanzania co-ordination. Participation in each is up to individual donors who pay their own expenses.

Consistent with donors' concern for more efficient information exchange, IDRC has assisted in devising a simple, user-friendly computer-based information system on bilateral and multilateral assistance for African agricultural research, in support of SPAAR. A single project worksheet records summary information on each donor-assisted project, identifying the donor's 'focal point' where full information on the project can be obtained. Donor agencies now record information directly on to computer disks, and it is expected that all information flows among donors will take place by the exchange of disks.

(2) Donors co-operate with regional organisations like SADCC. Priority projects come up through SADCC's secretariat to regular meetings with donors in the region. SACCAR (Southern African Centre for Co-operation in Agricultural Research), is perhaps the best known of the SADDC programmes to attract broad-based support from a number of agencies.

(3) Multilateral co-operation programmes like the Commonwealth Scholarship and Fellowship Plan allow for bilateral co-operation within a multilateral framework, each participating country making its contribution to the overall plan, but administering and allocating its own scholarship funds.

(4) UNDP Round Tables allow governments and NGO representatives to meet with donors to consider development plans and country programme strategies for external development assistance.

(5) European aid donors (UK, Ireland, EC, France, Holland, Federal Republic of Germany, Sweden and Italy to begin with in 1986, and the numbers are growing) meet informally on an annual basis to exchange information on assistance to education, particularly in Africa, and are developing a system for information exchange.

(6) To coincide with the publication in 1988 of its landmark study of **Education in Sub-Saharan Africa: Policies for Adjustment, Revitalisation and Expansion** in 1988, the World Bank began to mobilise donor task forces in order to provide consistent support to African education. At a meeting in London in June 1988, donors agreed to establish a series of collaborative groups of three types: action groups, working groups, and exploratory groups in a variety of substantive areas, including higher education, the teaching profession, books, vocational education and training, exchange of sector studies, and educational statistics, among others. Membership in each working group is optional. Each group defines its own terms of reference, provides its own staff and arranges for participation of African experts, with one donor voluntarily taking the lead role. The lead donor in

each group reports back to the Task Force Secretariat, which has been mobilised by the Bank on behalf of the aid community for the dissemination of information to all donors and African ministries of education.

It is not possible yet to evaluate the positive role which these forms of co-operation among donors will play in directing thrusts and generating resources. But it is clear that their very existence has important implications not just for project efficiency but also for how funds may be mobilised for co-operation within and even between regions.

MOBILISING RESOURCES

Whatever the prospects for establishing a trust fund for higher education co-operation along the lines suggested by the Standing Committee in 1986, the essential issue which remains is how to mobilise resources for such a programme, or in the words of the Committee 'to convert principles into practical action..., to ensure that new money and additional resources are available to carry forward jointly agreed projects in the area of education co-operation' (Fifth Report, 1986, p 9).

Further it is only barely possible that this report could have identified viable co-operative forms which the Standing Committee has not already considered. The more useful question, the more practical concern at this stage must be

(1) what are the resources -- financial and human -- which can be harnessed for Commonwealth objectives? and

(2) what is the potential of existing Commonwealth programmes, possibly with enhanced and strengthened infrastructures, to achieve some of the goals the Standing Committee has defined?

When prospects for regional co-operation were considered earlier in this report, problems of funding and of identifying appropriate infrastructures were discussed. The same issues are taken into account in considering how to mobilise resources on behalf of Commonwealth-wide programmes in higher education.

Identifying New Resources

The survey of international agencies indicates that the Education Programme, and its Higher Education Unit in particular, may have much greater scope than it has realised to identify and mobilise resources for priority programmes.

It can be argued first that although the Commonwealth Secretariat is not a donor agency, there is scope for its constituent programmes (as some have done already) to play a more professional and catalytic as distinct from political role within the international community, playing upon significant comparative advantages. The Education Programme, for example, might take advantage of the fact that its programmes operate within and across regions, it is the servant of its member states and sensitive to their priorities, its project officers continue to be directly involved in project management, it has an established reputation for workshop organisation, and it has a conceptual and practical head start in certain substantive areas (small states, higher education co-operation and open learning in particular).

A heightened profile within the international community will help to keep the Programme abreast of new initiatives, trends and policies within the donor community which it might turn to its own advantage, to build a broader resource base for Commonwealth activities, and keep the interests of its own constituency to the fore.

Second, the time has come to consider whether it would not be practical to seek funding from a wider range of donors for programmes which serve the interests of Commonwealth governments as distinct from strictly Commonwealth programmes.

Over one quarter of the world's population lives in the 48 countries of the Commonwealth, which represents the only international grouping outside the United Nations to form a cross-section of the world community by bringing together developed and developing countries from across the globe. Its infrastructures are complex, collaborative, innovative and directly relevant to the interests of member countries, being decidedly demand-led.

This survey of international programmes suggests that the organisational variety within the Commonwealth framework has significant potential for carrying a much larger burden of development co-operation in the field of higher education. However, relying as they do on contributions from member countries who are by definition mostly LDCs, Commonwealth programmes are constantly thrown back on the resources of four metropolitan countries, none of them large or among the most affluent, and whose bilateral interests and funding procedures may not coincide with the regional character of many Commonwealth activities.

The resource base for pan-Commonwealth programmes is thereby effectively limited. What potential is there for broadening the resource base of Commonwealth projects by identifying supplementary resources and mobilising international assistance on behalf of member governments, in this case particularly in the interests of higher education co-operation? The American foundations, IDRC in Canada, and SAREC in Sweden play an important role in the direct funding of universities and research

centres in the Third World. IDRC in particular was from the outset determined that the bulk of its funds for research should go directly to southern research centres rather than supporting collaborative projects with Canadian or other higher education centres in the North. This is not to suggest that Commonwealth programmes should turn automatically to these agencies, but to support the idea that some Commonwealth principles will find sympathy in extra-Commonwealth agencies.

Mobilising Resources for Commonwealth Interests

If the primary concern of the Standing Committee is institution building, then it would seem appropriate for the Commonwealth to bend its will and available resources to co-operating with general priorities identified by agencies, governments and institutions, generally but not exclusively in the interests of Commonwealth member governments. This would include taking part in activities like the World Bank Task Force working group on higher education for Africa, and heightening the Commonwealth profile in the small states of the Pacific and Caribbean now that other very large agencies are entering the field.

Further, in mobilising resources for Commonwealth interests, it may be possible to take advantage of this new phase in the development aid process, when the benefits of collaboration within the donor community have become evident, to promote the interests of the Commonwealth in the realm of creative regional activities. Various co-operation models suggest possibilities for co-operative or at least complementary financing for regional programmes. The SPAAR model is one: donor meetings co-ordinated by a small secretariat, to look at project funding proposals in a specified subject area. The World Bank has offered the working group/task force model for the Africa region. The CSFP itself offers another model, allowing for national self-interest to operate on behalf of the greater good, by making possible bilateral assistance for a multilateral programme. Regional country groupings might provide a basis for resourcing regional projects expedited by Commonwealth action, as in the case of SADCC.

It is possible to envisage the potential of a unit within the Commonwealth Secretariat structured along the lines of the SPAAR secretariat, or a programme along the lines of CSFP with the capacity to mobilise funds from a variety of sources.

Finally, the practical difficulties of matching external funds with regional needs are apparent. The absorptive capacity of government ministries and local or regional NGOs is not unlimited. Neither is their ability to mobilise funding on their own behalf, or on behalf of a regional programme, well developed. They often need assistance in articulating their preferences, and drawing up project proposals suitable for consideration by

funding agencies. The Commonwealth may have a useful role to play in helping member country institutions to devise and draw up project proposals for funding.

Appropriate Infrastructure

In 1983, the Standing Committee outlined its vision of the Commonwealth Higher Education Unit:

> The proposed Commonwealth Higher Education Programme does not require an elaborate administrative infrastructure. The intention would be to get better results from existing structures rather than create new ones. But, in order to achieve the most effective use of existing networks and to promote new linkages, there is scope for a small active entrepreneurial facility. Its task would be to promote the concept of a Commonwealth Higher Education Programme in very practical ways, to develop opportunities for co-operation, to mobilise skills and assistance, to identify consultants, to promote the development of materials, and to provide advice on technology. Above all the task of such an operational facility would be to make connections -- connections between donors and recipients, between regions, between institutions, between needs and resources, between problems and solutions. The facility would also seek to mobilise Commonwealth resources for these objectives. It would not be equipped to undertake detailed work itself; rather, supported by a developing data base and a network of contacts, it would put together the human and financial resources needed to meet the overall needs of institutional development for Commonwealth higher education (Second Report, 1983, p 19).

The prescription of the Standing Committee in 1983 is still valid. It is not the task of this report to analyse all the reasons why the Higher Education Unit may not have grasped its original mandate. One obvious explanation is that one professional officer cannot possibly cope with the task. But if the Unit were developed to attain the size of the three-person SPAAR secretariat for example, and were very much more focused, it would have a better chance of success in creating and promoting opportunities for higher education co-operation involving exchanges, networks, links and information of various kinds, by helping to co-ordinate resources from co-operating agencies.

This survey of programmes suggests that a potentially viable infrastructure for higher education co-operation already exists within the Commonwealth framework. The Higher Education Unit of the Education Programme, the Association of Commonwealth Universities, and the Commonwealth Fund for Technical Co-operation provide a conceptual, policy and practical framework for activities appropriate to Commonwealth priorities, including regional co-operation, third country training, split-site

programmes, staff and student exchanges, and linkages among developing country institutions. The Higher Education Unit's mandate, when combined with the staff and student exchange programmes operated by the ACU and the Fellowships and Training Programme of CFTC already constitute the main elements of a Commonwealth higher education programme. The ACU in particular, now in its 75th year, has demonstrated its viability, and its vigour suggests it has the capacity to carry a heavier burden of Commonwealth programmes. It is important to consider at this stage whether or not, with enhanced resources, this framework would be appropriate to carry out the Standing Committee's mandate.

CONCLUSION

In concluding, the two themes of consolidation and complementarity should be highlighted. Experience has shown that it is not practical to look for the elusive 'umbrella solution' to difficult problems. The consolidation of increments on a number of fronts will contribute more surely to success in the long run.

The remarkable achievements of existing Commonwealth programmes in higher education, which complement the programmes of international agencies in a variety of important ways, should not be underestimated. Consolidation on several current Commonwealth education fronts -- the small states programme on post-secondary institutions, management in education, the work of the Higher Education Unit, the evolution of the Commonwealth of Learning, and the various awards programmes of the Association of Commonwealth Universities -- would in itself be a significant undertaking. What has been achieved is far from insubstantial, and deserves careful nurturing to meet the challenge of institutional development.

PART II

SURVEY OF INTERNATIONAL DEVELOPMENT PROGRAMMES IN HIGHER EDUCATION

The Commonwealth

The Bilaterals

Australia (IDP), Britain (ODA and the British Council), Canada (CIDA and IDRC), Federal Republic of Germany (BMZ, GTZ, DAAD, DSE), The Netherlands (NUFFIC), New Zealand (Ministry of Foreign Affairs), United States of America (USAID)

The Multilaterals

United Nations Educational Scientific and Cultural Organisation (UNESCO)

The Private Foundations

The Carnegie Corporation of New York, The Ford Foundation, The Rockefeller Foundation

Development Banks

The World Bank

THE COMMONWEALTH

Over a quarter of the world's population lives in the 48 independent countries which constitute the Commonwealth. Commonwealth countries jointly address global issues like apartheid, economic development, agriculture and food production, industry, law, science and parliamentary affairs, and issues of human resource development with sectoral programmes in education, health, public management, and youth and women's affairs. Joint activities are serviced by the Commonwealth's official international organisation, the Commonwealth Secretariat, by specialised bodies set up by Commonwealth governments, and by Commonwealth NGOs. The Secretariat is not strictly speaking an aid agency, but an international agency which serves the interests and needs of its member governments.

Issues of higher education co-operation and student mobility have been consistent themes of Commonwealth consultations at the highest levels, and a complex infrastructure of programmes has been devised over the decades to support co-operation among the countries of the developing Commonwealth.

The Education Programme of the Commonwealth Secretariat

The Commonwealth Secretariat is organised programmatically. The Education Programme, first established in 1960 as the Commonwealth Education Liaison Unit (and thus predating the Secretariat itself by some five years) has two main functions. It encourages and supports contacts between governments, institutions, professional associations, and individuals in its capacity as a clearinghouse of information about educational initiatives, and supplements this with a vigorous publications programme. Its staff are also directly involved in professional activities in member countries (in this way the Secretariat differs from some other international agencies) through workshops, conferences, seminars, consultancies, and training programmes which help member countries to address key policy issues and to strengthen their educational capacities.

Education programme priorities are established by Commonwealth ministers of education who meet every three years and currently concentrate on higher education and student mobility, the special problems of small states, education and employment, science and technology education, distance learning, and educational management.

During the 1980s, the higher education subsector has had a particularly high profile. Not only was the Standing Committee on Student Mobility established to advise the Secretary-General on issues of higher education in the Commonwealth, but its recommendation that a Higher Education Unit be established was confirmed by ministers of education, and its proposals for a

Commonwealth of Learning came to fruition in September 1988. In addition, the Education Programme has committed significant resources to issues pertaining to the development of post-secondary institutions in the small island states of the Caribbean and Pacific.

The Higher Education Unit of the Education Programme was established partly in response to the crisis caused by the imposition of full-fee charges by some Commonwealth countries in 1980. Much of the Unit's work has been directed towards servicing the Commonwealth Standing Committee on Student Mobility and implementing recommendations addressed to the Secretariat, compiling and issuing information about government policies and student interchange throughout the Commonwealth, commissioning studies (including a tracer study of Commonwealth scholars), and holding regional meetings (primarily on institutional links, and administration of the Commonwealth Scholarhip and Fellowship Plan).

The Commonwealth of Learning (COL)

The Commonwealth of Learning, established in September 1988, grew directly out of a recommendation by the Standing Committee on Student Mobility that collaboration in distance education and open learning 'offers exciting scope for developing new directions for Commonwealth interchange, and [would] be an important complement to the promotion of the physical mobility of Commonwealth students' (Fifth Meeting, 1986, p 10). The Committee's specific proposals were subsequently given flesh by an expert group of Commonwealth educationalists, and endorsed by Commonwealth education ministers and Heads of Government.

The Commonwealth of Learning, which works closely with the Commonwealth Secretariat, but is constitutionally and functionally separate from it, does not itself enrol students. Its headquarters are in Vancouver. COL works with Commonwealth colleges and universities and other training institutions, primarily by helping to strengthen national capacities in distance education, sharing existing distance education materials and developing new ones, facilitating credit transfers and improved study support systems, and promoting institutional development through cooperation in training, institutional links, information and research.

The Association of Commonwealth Universities (ACU)

The ACU celebrated its 75th anniversary in 1988, and now has over 330 member universities in 29 Commonwealth countries or regions, 194 of them in developing countries. It works to promote contact and co-operation between universities of the Commonwealth in a number of practical ways:

-- assisting the mobility of students between countries by administering certain Commonwealth scholarships and awards

-- promoting the movement of academic and administrative staff between Commonwealth universities by

  -- helping member institutions to fill vacant academic posts (about 1000 annually)*
  -- administering academic staff and medical fellowships offered under the Commonwealth Scholarship and Fellowship Plan (CSFP) (140 awards)
  -- administering ACU Development Fellowships (target 50 awards)
  -- administering the new ACU/CIDA Women's Programme of workshops and fellowships
  -- administering two programmes of travelling fellowships for university administrators (40 awards)
  -- administering the new Academic Exchange Fellowship Programme funded by CFTC to promote academic exchanges between member institutions in developing countries (15-20 awards)

-- providing information about the universities of the Commonwealth, about fellowships and awards for travel between them through its Commonwealth Universities Yearbook and Bulletin, and an information service

-- supporting Commonwealth higher education dialogue by organising meetings, seminars and conferences of administrators and policy-makers.

ACU Administrative Travelling Fellowships enable career administrators to share the experience of others. The **Academic Exchange Fellowship programme** promotes reciprocal exchange among universities of the developing Commonwealth through staff attachments and exchanges, study tours, and seminars.

Commonwealth Scholarship and Fellowship Plan (CSFP)

The CSFP was launched in 1960 by Commonwealth governments to enable scholars of promise to study in countries other than their own; thus far 16,000 awards have been made. The Plan provides a multilateral framework for bilateral assistance so that any Commonwealth country may institute awards under the rubric of the Plan. Member countries, acting through a designated agency, usually a department of government, draw up a list of recommended candidates for nomination direct to the agency in the awarding country. Awards are either Commonwealth Scholarships for postgraduate work or research, or Commonwealth Senior Awards--professorships, fellowships, or awards for senior educational

* all figures annual estimates

administrators. Some thirty vice-chancellors or other heads of university institutions in different parts of the Commonwealth have been Commonwealth scholars. The Commonwealth Nassau Fellowships scheme is closely associated with CSFP, and is particularly directed to any South African 'disadvantaged by apartheid' for study in appropriate education and training institutions in Commonwealth developing countries, especially in Africa.

Commonwealth Fund for Technical Co-operation (CFTC)

CFTC is the main funding and developmental arm of the Commonwealth Secretariat. All member countries make annual pledges to the Fund which currently averages approximately £25m per annum. The Fund provides fellowships and awards for the training and professional development of those filling key human resource development posts in member countries. This is the concern of the Fellowship and Training Programme which also runs special programmes in support of Namibians and South African exiles, and for industry, under the Commonwealth Industrial Training and Experience Programme. The General Technical Assistance Division provides expertise for advisory, consultancy and training services at the request of member governments. Both these programmes operate on a TCDC basis. In addition, specialist units -- the Industrial Development Unit, the Export Market Development Division, and the Food Production and Rural Development Division provide advisory and training services. CFTC also supports and works with a range of other Secretariat Divisions including the Human Resource Development Group through the direct funding of their activities allied to support for follow-up training and advisory programmes on request by governments.

AUSTRALIA: INTERNATIONAL DEVELOPMENT PROGRAM OF AUSTRALIAN UNIVERSITIES AND COLLEGES (IDP) AND ASSOCIATED ACTIVITIES

Australia's aid programme is premised on humanitarian concern to alleviate poverty through economic and social development. Economic and strategic motives are also important. During the 1980s, Australia has consolidated its resources by improving management efficiency and reducing its strategic range geographically -- to focus largely on the Asian region, and its smaller states in particular -- and sectorally. It continues to endorse its concern for the poorest countries of the world, including those of Commonwealth Africa.

Education activities of the Australian International Development Assistance Bureau (AIDAB) comprise a major part of the aid programme both in terms of volume (more than A$117 m in 1987-88) and the contribution which these activities can make to economic and social development. For most recipient countries, the majority of training activities occur within Australia, either at colleges and universities, or at AIDAB's Centre for Pacific Development and Training. Other assistance is provided in developing countries themselves, sometimes through support for particular institutions (primarily the University of the South Pacific in Fiji).

The prime target of education sector aid is post-secondary education: strengthening the teaching, research and administrative capacities of institutions in neighbouring developing countries. A significant part of this activity is carried out by the International Development Program of Australian Universities and Colleges (IDP), the appropriation for this purpose (the Core Programme) in 1987-88 being A$7.5m.

IDP's Core Programme of regional co-operation has three objectives: to develop selected tertiary institutions in the region, to promote the use of Australian resources in that development, and to encourage and facilitate the enrolment of overseas students in Australian institutions. Its objectives are carried out through a variety of activities including advice on project management, fellowships and scholarships, education information and counselling, English language testing and training, overseas staff appointments and consultancies, and information dissemination through workshops, publications and exchanges. In addition to the Core Programme, IDP undertakes a range of contract and project management activities, funded by AIDAB, the Asian Development Bank, the World Bank and overseas governments.

Following the change in policy of the Australian government on overseas students and the introduction of full-fee programmes, IDP has introduced an Education Information and Counselling Service to link the resources of Australian universities and colleges to the needs of regional governments. IDP's new

overseas offices in Singapore, Bangkok, Manila, Hong Kong and Jakarta assist Australian institutions to market and export educational services in the region.

IDP has supported three regional research and information networks (one on bibliography and two in agriculture) which it believes 'provide a cost-effective means of providing academic exchange and professional co-operation in the region'. It also manages Australian consultants at five SEAMEO regional centres, and in 1987 assumed administrative responsibility for ACPAD.

> **The Australian Centre for Publications Acquired for Development (ACPAD)** was established under the auspices of IDP in November 1982 to collect academic books, journals and associated materials for universities in developing countries. A key feature of ACPAD is that it is totally **demand** led. Requests for both specific items and subject fields and levels are matched with lists of available materials. A successful pilot scheme involving five universities was broadened to include 50 institutions in Southeast Asia and the Pacific, the majority of which have ongoing programs with IDP. (International Development Programme, **Annual Report**, 1987, p 8)

The AIDAB Centre for Pacific Development and Training (ACPAC, formerly the International Training Institute (ITI), in Sydney) offers AIDAB-supported short-term, project-related courses. In consultation with recipient countries, AIDAB is developing country training packages (CTPs) in which many types of training can be programmed, and which identify country training objectives, the sectors on which the programme should focus, and the priority of training in the country programme.

Outside the education sector itself, considerable aid resources are directed to international agricultural research centres, and university research facilities like laboratories and libraries. The Centre for International Research Co-operation of the Commonwealth Scientific and Industrial Research Organisation most often administers official aid funds for these activities.

The National Centre for Development Studies was established at the Australian National University in 1975 to focus on the study of development issues in Australia. The Centre is attached to the Research School of Pacific Studies, but collaborates closely with the University and other Australian academic centres. The Centre is funded by AIDAB (A$.85 m in 1987-88) and its main functions are training and research. Its geographic focus is Asia and the Pacific, but to ensure a comparative research framework and appropriate study opportunities for students, other regions are also studied. The Centre provides graduate training in development economics, conducts and facilitates policy-related development research, and disseminates the results through its working paper and monograph series.

BRITAIN: OVERSEAS DEVELOPMENT ADMINISTRATION (ODA) AND THE BRITISH COUNCIL

The Overseas Development Administration (originally the Ministry of Overseas Development) was created in 1966 and is a branch of the United Kingdom Foreign and Commonwealth Office, administering the bilateral and multilateral components of the British aid programme. Of UK£1,283.5m overseas assistance in 1987, 58 per cent was allocated to bilateral country-to-country programmes primarily in five sectors: economic and social infrastructure, education and training, environment, health and population, and renewable natural resources.

Of total bilateral project allocations in 1987, education sector projects commanded less than one per cent, but were supplemented by very much more substantial allocations for scholarships and awards, other education sector training and research, including a subvention for the British Council, and provision for project-related training.

Until 1970, ODA education policy concentrated on providing expatriate teachers and resource personnel, and stengthening the capacity of tertiary institutions to train high level manpower. The 1970 Government White Paper on Aid to Education in Developing Countries highlighted the strategic importance of education for the creation of manpower for national development, especially in the context of rural development priorities and increasing unemployment in Third World countries, and therefore the importance of curriculum reform and strong educational administration. As a result, the supply of expatriate teachers was restricted to upper secondary English, science and mathematics teachers, and the bulk of aid concentrated on improving administration and support services in education.

During the 1980s, emphasis on the dual themes of science and technology, and manpower training within ODA's broad human resource development strategy has been confirmed as a central element of British aid policy especially in Africa, focusing on strengthening key institutions and providing training in policy analysis and administration. ODA priority areas in the education sector itself have been infrastructural and systems support for manpower training especially in management and administration, and including support for ELT programmes, technical education, and support for elements of formal education (teacher training and curriculum reform), innovation in nonformal education, application of distance teaching techniques, production of materials and books for schools and libraries, support for links between British and Third World universities, and research in education.

Jamaica: Textbook Rental Scheme for Secondary Schools. The scheme aims to provide sufficient books in all the main subjects of the curriculum by reducing parents' expenditure on basic materials and making sure they are available to all students. Opportunities are being taken to update texts and ensure that they are relevant to the Jamaican context.

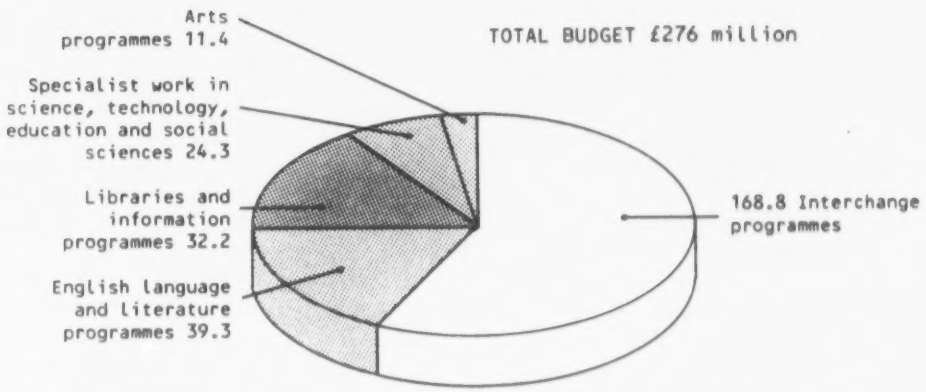
Outside the education sector, project-related training is a priority of the aid programme, and in 1987 under the Technical Co-operation Training Programme (TCTP), 11,500 awards were made (half of them new) at a cost of UK£65m for project-related training, supplemented by another 1200 awards made through the Commonwealth Scholarship and Fellowship Plan (administered on ODA's behalf by the Association of Commonwealth Universities), 150 through the ODA Shared Scholarship Scheme, and a new awards scheme specifically for South African training in Britain. Further grants for development related research are made to ODA's Overseas Development Natural Resources Institute (ODNRI) and associated bodies, international centres, institutes and universities in Britain and overseas.

Education assistance provided outside ODA bilateral country or sectoral allocations is administered on ODA's behalf primarily by the British Council.

THE BRITISH COUNCIL

The Council is an independent organisation conducting Britain's cultural relations overseas by acting as practitioner, broker and funding agency in delivering its own technical assistance -- in the form of exchanges, English language training, library and information services, and provision of technical expertise -- in the fields of education, science, cultural and technical co-operation, as well as supporting the British aid programme generally.

Figure 1 Total Budget by Activity Programmes, British Council*


TOTAL BUDGET £276 million
Arts programmes 11.4
Specialist work in science, technology, education and social sciences 24.3
Libraries and information programmes 32.2
English language and literature programmes 39.3
168.8 Interchange programmes

*Source: **British Council Corporate Plan, 1989-92**, p 4.

ODA provides 29 per cent of the FCO grant to the British Council (UK£276m in 1988-89) with further support (£2.4m, of which £1m is earmarked for Africa) specifically for higher education work which the British Council carries out on behalf of the Committee for International Co-operation in Higher Education (CICHE), and fees for managing ODA projects.

Through its Higher Education Division, the British Council provides consultative services to institutions of higher education, as well as assistance to libraries and information services, on the basis of country allocations.*

> **Improving University Management, Research and Training.** The Higher Education Division holds funds for activities which contribute to improving efficiency in African university management, teaching and research. In Kenya, the Division has collaborated with Germany's DSE (courses to improve university teaching) and is considering the recommendations of a consultant's report which identified three areas for particular support: teaching and learning issues for academic staff; training of non-academic staff; and staff development for senior academic and administrative staff in various aspects of management and leadership.

On behalf of CICHE (which in turn is responsible to the Inter-University and Polytechnic Council), the Higher Education Division is also responsible for about 300 programmes of institutional links and staff development between academic and research institutions, particularly in the field of science and technology. Its programme of links in support of the tertiary subsector in Tanzania is particularly interesting because together the links focus support across a range of activities, and in so doing serve broader institutional needs.

> **Infrastructural Support for Higher Education in Tanzania.** The ODA Tanzanian Universities Support Project began in 1983, and consists of support to two departments (Medicine and Applied Zoology) at the University of Dar es Salaam, and two (Agricultural Engineering and Food Science) at Sokoine University of Agriculture, all based on inter-departmental links and a long-stay British staff member. Additional support is given for university management (financial administration in co-operation with the University of Bath Teaching and Learning Improvement Programme and the North of England Universities Management and Leadership Programme), and programmes in commerce and management, and communication skills appropriate to agriculture.
>
> There are fourteen HED supported links (11 at Dar and three with Sokoine) which supplement and complement the ODA country programme in Tanzania:

* As of March 1989, the Higher Education Division became the Higher Education Group of the Science, Technology and Education Division of the British Council.

(1) at the University of Dar es Salaam

-- University of Bath (solving problems of financial administration and planning, including computerisation of student records, examination arrangements and planning)
-- University of Bradford (support for curriculum develoment in pharmacy)
-- University of Cambridge (support for staff development in wildlife biology, and in-service MSc programme)
-- University of Glasgow (staff development through staff exchanges and co-operation in teaching and research in geography; reestablishment of the MA programme)
-- University of Hull (staff development, curriculum reform, joint research in sociology and teaching-related projects)
-- University of Lancaster (strengthening teaching and research in communication skills)
-- University of Manchester (strengthening the professional teaching cadre in epidemiology and biostatistics)
-- University of Salford (support for academic and technical staff development in chemistry through support for joint research)
-- University of Sheffield (staff development in management, joint research, and development of teaching resources)
-- University of Southampton (staff development in education through exchanges, workshops and joint research)
-- University of Southampton (development of a cadre of professionally trained statisticians, in co-operation with the East African Statistical Training Centre)

(2) at Sokoine University of Agriculture

-- University of East Anglia (strengthening teaching, research and training in rural development)
-- University of Glasgow (transfer of technology and strengthening staff and facilities in veterinary medicine and public health)
-- Wye College, University of London (support for research on farming systems and food production, and staff development in rural economy)

CANADA: CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA), AND THE INTERNATIONAL DEVELOPMENT RESEARCH CENTRE (IDRC)

CIDA was created in 1968 to promote international social and economic development and within that context, Canada's own political and economic interests abroad. Although CIDA officials have a realistic regard for possible spinoffs for the Canadian economy, CIDA's motives are essentially humanitarian and strategic/political.

The Winegard Report of 1987 (**For Whose Benefit? Report of the Standing Committee on External Affairs and International Trade on Canada's Official Development Assistance Policies and Programs**) marked an important turning point in Canadian overseas development assistance (ODA) when it signposted human resource development as the fundamental objective of Canada's international aid programme. This goal was confirmed in **Sharing Our Future: Canadian International Development Assistance (1987)** which outlined a strategy for 'putting people first', in shifting the Agency away from large-scale capital projects toward human resource development programmes.

CIDA reports that since 1968, it has disbursed over C$900m on almost 12,000 education projects (excluding training components in projects in other sectors, project-related training, or multilateral or special programmes of assistance). In 1986-87, its overall disbursements were C$2,060m. Country-to-country bilateral projects comprised 62 per cent of this total, of which 14.5 per cent went to human resource development overall, and just under eight percent to education.

Bilateral education and training activities have concentrated on the fields of technical training and tertiary education, primarily through capital assistance, the transfer of skills, institutional support, and general capacity-building.

> **Ghana Institute of Management and Public Administration (GIMPA) Managment Training Programme.** CIDA initially provided funds to establish GIMPA, and this project (over five years to 1990) is intended to further strengthen institutional capacity by upgrading GIMPA's programmes in financial management, budgeting, project planning, implementation and evaluation. The project, which is being executed by Carleton University, includes training for 16 GIMPA faculty at Carleton, four workshops in Ghana with Canadian participation, as well as teaching aids, spare parts, and priority materials for the Institute.

In the present phase of human resource development programming, general principles of access and equity, sustainability, relevance and appropriateness are being applied to programmes of education and training for development. The current human resource development policy review highlights several themes for the education sector: the need to seek alternatives to high-cost, formal infrastructure-dependent education systems in LDCs,

to test new culture-based learning systems, to apply new learning and teaching technologies, to test those applications in the 'real world of development', and to apply sound education and training principles to project-related education and training.

Despite an emphasis in **Sharing Our Future** on basic education and literacy, the document is more specific in outlining new initiatives which combine healthy altruism with national self-interest at the tertiary level. The government intends to explore ways to 'ensure the arrival of more foreign students and trainees in the near future' and to deal with problems like differential tuition fees for foreign students, including those financed partly or entirely by development assistance. Canada's scholarship programme for foreign students will double by 1992, to a total of 12,000 per year, half of them for study in Canada. It is intended that the increase 'will be carefully linked to the development of institutional capacities and the needs of labour markets in the Third World'. The first step is a scholarship programme cofunded by CIDA (C$1.3m) and Canadian universities, and administered entirely by the universities.

CIDA resembles other donors who, while recognising the importance of basic (including nonformal) education and literacy, find it difficult (in the Canadian case at least in part because of infrastructure), to channel their practical assistance into these areas. CIDA's internal resource constraints, and the organisational complexity of education and training programmes in LDCs, means the Agency finds it administratively and financially efficient to contract out the design, execution, monitoring and evaluation of many aid projects either to NGOs or to NGIs (nongovernmental institutions), many of them universities and colleges, as well as to mixed consortia of private and public agencies and special institutional groupings.

Canadian universities and colleges, as repositories of both professional expertise and management skills, have benefited from and contributed substantially to the Canadian aid dialogue in various capacities: executing agencies for aid projects, trainers of overseas students, participants in research and technology transfers, and partners in institutional linkages. Their visibility in the aid process will be enhanced by the current programme to establish 'Centres of Excellence' at a number of Canadian universities which will specialise in selected Third World sectors of activity and geographic regions.

In addition to its geographically organised bilateral projects, CIDA offers two programmes which facilitate the co-operation of universities, colleges and professional associations in the development aid process.

Institutional Co-operation and Development Services (ICDS) incorporates the Educational Institutions Program (EIP) established in 1978 to support collaborative relationships between partner institutions as a supplement to bilaterally

funded linkages. ICDS provides a framework for joint ventures between Canadian institutions and institutions abroad, aimed specifically at strengthening the capacity and capability of institutional and professional infrastructures in host institutions.

> **ICDS Linkage.** Queen's University has been working with the School of Physical Therapy in Jamaica to update the curriculum and the programme for continuing education. This has involved practical training in Canada for post-graduate clinical teaching, as well as in-service workshops for practising therapists in other Commonwealth Caribbean territories.

The bulk of EIP projects take the form of institutional linkages involving exchange of professional and administrative expertise, consulting services, conferences and workshops, joint research projects, scholarships and fellowships, equipment and publications, laboratory supplies and other project material, as well as assistance with project design, monitoring and evaluation. Institutional linkages constitute 82 per cent of EIP (average value of just over C$400,000) with remaining commitments distributed among other types of projects

Table 4 Distribution of EIP Contributions by Type of Project

Type of Project	Number of Projects	% of Total No. Projects	% of Total Budget	Average Value (C$)
Institutional linkage	193	46.9	82.3	408,587
Conference/workshop	101	24.5	3.0	26,348
Planning mission	52 (110)	12.6 (26.7)	0.6 (1.4)	12,156
Scholarship/training	32	7.8	5.1	144,506
Other	26	6.3	8.5	207,436
Development education	8	1.9	0.5	56,470

A recent review of the university co-operation programme of ICDS (CIDA, **Final Report of an Evaluation of the University Co-operation Program of the Educational Institutions Program (EIP), May 1988**) suggests that EIP projects have led to substantial improvements in institutional capacity by training local faculty and staff, upgrading curricula, improving the quality and number of graduates, and improving the extension capabilities of institutions. While projects have also had considerable impact on institutional abilities to provide consulting, advisory and planning services to governments and other agencies however, they have not contributed as substantially to improving research capabilities of the institutions. Nor have they focused sufficiently on improving the management and technical capacities of LDC institutions.

International Nongovernment Organisations Program (INGO) addresses regional or global issues by using the resources and infrastructures of national or international NGOs based in Canada to support development activities, with special attention to building the capacities of Third World NGOs, and promoting the participation of women in decision-making. For example, CIDA supports the work of the International Council for Adult Education, and provides scholarship assistance to the Third World Academy of Sciences, as well as the African Academy of Science. The Pan African Institute for Development, with CIDA support, manages four training centres delivering programmes in management and administration training.

INTERNATIONAL DEVELOPMENT RESEARCH CENTRE (IDRC)

The International Development Research Centre (IDRC, established in 1970) stimulates and supports scientific and technical research in LDCs by improving researchers' skills, building institutional capacity, promoting the dissemination and application of research results, and linking researchers in networks. The 1988-89 appropriation for IDRC was C$142.6m, up from C$124.1m the previous year. Its funding patterns have ensured that the bulk of awards for research go to southern centres of research, rather than on collaboration with Canadian and other higher education centres in the North.

The Centre is identified firmly with Canada's human resource development orientation, and all of its programmes, where not specifically directed to the education sector per se, have significant implications for high level skills development and specialist capacities in developing country institutions, often addressing as they do problems identified by university scientists, engineers and technicians within the context of their own institutions.

Research and Professional Skills. The Centre supports research in the fields of agriculture, health, information, earth and engineering science, and the social sciences by providing funds and backup support for scientific and technical projects which are identified, designed, conducted and managed by developing country researchers, in their own countries, to meet local development priorities. Strong emphasis is placed on South-South co-operation in scientific and technical training, and funds are provided to support opportunities for researchers to learn on the job, to increase exchanges, to encourage the growth of centres of excellence, and to assist researchers and other professionals to keep their knowledge up to date.

Institution Building. IDRC funding promotes institutional research competencies, and in the case of universities, overall graduate programme capacity as well, as two current Social Sciences/Fellowships and Awards Division (FAD) projects demonstrate:

> **Post-graduate Education in Eastern and Southern Africa:** to strengthen graduate education in the Eastern and Southern Africa region, the project includes an exchange of graduate students and staff; the publication of a newsletter providing information on the activities in the graduate programmes of the universities; the publication of an annual abstract of research conducted by the faculties of the universities highlighting, in particular, the graduate thesis work in progress; a series of research methods courses for both graduate students and their supervisors; and funds to sustain the Network of Deans and Co-ordinators of Graduate Studies (NDCGS).
>
> **Consortium Graduate School (Caribbean):** to supplement earlier phases of this project in support of a regional centre for postgraduate degree training and research in the social sciences, thus reducing the region's dependence on institutions elsewhere and stimulating locally-relevant research. The third phase of the project, with cofunding from UNDP and the Ford Foundation, supports six graduate students in the first year of their M Phil degrees at the Consortium Graduate School (CGS) of the University of the West Indies and the University of Guyana and the field work of nine further candidates in the second year of postgraduate study.

Linking Mechanisms. IDRC's Information Sciences Division supports the development of systems and services for managing and using information, and in doing so addresses a number of information issues: developing national information infrastructures; introducing modern information technologies; disseminating information; and training in appropriate technical skills. Strategy is based on decentralisation, co-ordination, networking, regional co-operation and resource-sharing.

The Division directly supports a number of national and regional information networks (like PADIS in Africa, INFOPLAN in Latin America, and DAVINSA in Sri Lanka), and with FAD provides funds to researchers associated with IDRC-supported projects for seminars, meetings and individual travel to maintain and broaden links among researchers in different countries. In addition, it seeks to strengthen information infrastructures by promoting professional training. In co-operation with UNESCO for example, Information Sciences Division is currently involved in establishing a School of Information Studies based at Addis Ababa University, and intended to serve Eastern and Southern Africa. The School will offer a regional postgraduate programme leading to a MSc degree in information science.

THE FEDERAL REPUBLIC OF GERMANY: FEDERAL MINISTRY OF ECONOMIC CO-OPERATION (BMZ), GERMAN AGENCY FOR TECHNICAL CO-OPERATION (GTZ), GERMAN ACADEMIC EXCHANGE SERVICE (DAAD), GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT (DSE)

Germany has had a tradition of co-operating with universities in developing countries, particularly in Latin America and the Near East, which predates general development co-operation. University co-operation not only facilitates development, but promotes German cultural policy abroad, as part of overall aid programming in the priority areas of rural development, environment, energy, population and education.

Overall formulation of German aid policy is the task of the Federal Ministry for Economic Co-operation (BMZ), which works through a variety of executing agencies and institutions, and co-operates additionally with the Federal Ministry for Education and Science (model projects for development oriented programmes in FRG), the Foreign Office (cultural aspects of academic exchange programmes), and the Federal Ministry for Research and Technology (programmes of scientific and technological co-operation with developing countries). The West German Rectors Conference in 1987 listed almost one thousand co-operation schemes, of which about three quarters are with industrialised countries.

About twenty five per cent of official development aid is allocated to the education sector (DM 1.5 billion in 1987). Of this, ten to fifteen per cent of BMZ funds are allocated to the tertiary subsector, with supplementary contributions from the Ministry of Foreign Affairs, and the federal states. Most of this assistance is channelled through GTZ (German Agency for Technical Co-operation) in the form of bilateral technical assistance projects. University projects in the fields of engineering, and natural and agricultural sciences, concentrate on three kinds of activities: enhancing the performance of teachers, increasing research output, and expanding the extension and consultancy services of developing country institutions. Issues of planning, management and institutional administration are also receiving higher priority.

GTZ plans and implements bilateral government to government agreements, including higher education and research projects often based on link arrangements between German and developing country universities (over 300 currently active).

> A new model of inter-university co-operation in the form of training partnerships has been developed. These linkages support the development of joint postgraduate training programmes between German universities and institutions in developing countries. Programmes of this kind have been introduced between the University of Dortmund, the University of Science and Technology in Kumasi, Ghana, and the Asian Institute of Technology in Bangkok in the field of

regional development planning. A similar link in metallurgy is being established between the Technical University of Berlin and the Technical University of Istanbul, Turkey (GTZ, Activities in the Area of Education and Training, November 1988).

GTZ projects, concentrated in the areas of curriculum and pedagogical development, and equipment maintenance and repair, usually include staff allocations, scholarships and equipment, but not capital infrastructure, and include a comprehensive approach to institutional or system development.

Training for Maintenance and Repair of Scientific and Technical Equipment in East Africa. The maintenance problems encountered by scientific and technological institutions may be classified in five main areas: equipment, organisation structures, personnel, spare parts and finances. The overall objective of this project is to assist African scientific and technological institutions to develop the indigenous awareness, competences and facilities for the efficient maintenance of scientific and technical equipment. The project will

-- provide tailor-made training opportunities at various levels and in various places, to improve the awareness and technical skills of maintenance personnel
-- assist and advise scientific and technical institutions to establish and improve maintenance structures tailored to local needs
-- initiate and facilitate the exchange of experience and ideas in the region
-- supplement the equipment of repair shops of institutions co-operating in the project
-- provide funds for spare parts
-- collect and evaluate information on the procurement of equipment.

The project will be implemented by GTZ in co-operation with ANSTI on a regional level, and selected universities at the national level (GTZ, November 1988).

A number of GTZ-supported projects like this have a regional orientation: the Asian Institute of Technology in Bangkok, the West African Institute for Mining and Geology, and the Southern African Centre for Co-operation in Agriculutural Research (SACCAR) in the SADCC region.

Project-related degree scholarships are administered by DAAD. DAAD (German Academic Exchange Service) was founded in 1925. Along with the Alexander von Humbold Stiftung it promotes international university relations, with special emphasis on academic and scientific exchange between FRG and other countries. Some 24,000 scholars participate in a variety of exchange programmes each year, funded by the German government (Foreign Office, Ministry of Education and Science, and Ministry for Economic Co-operation).

DAAD administers scholarship and fellowship programmes, usually at the post-graduate level. Priority is given to in-country, third country and special regional scholarships, sometimes in co-operation with regional networks. Awards are made primarily in science, engineering and veterinary medicine, for postgraduate training in FRG or for split-site research programmes.

The programme also makes provision for study and information exchanges between universities and research institutions and facilitates placement of German academics abroad on long or short-term assignments. It also administers the German component of IAESTE (International Association for the Exchange of Students for Technical Experience) and collaborates with AIESEC (Association Internationale des Etudiants en Sciences Economiques et Commerciales).

Scholarships for non-degree training of technical, professional and administrative staff in agriculture, public administration, vocational training and physical education are administered by DSE (German Foundation for International Development). DSE mounts seminars in Germany and abroad on development policy and practice, including higher education and research, training courses and workshops in teaching methods for university staff in developing countries, and administers travel grants for developing country scientists to attend international meetings in FRG. Its medium-term plan for Africa (1988-1992) concentrates on maintaining and consolidating the efficiency and performance of East and Southern African universities, by promoting the efficient use of available resources, strengthening pedagogical skills as part of a broader staff development programme, and improving management and organisational techniques.

German funding also makes provision for the dissemination of books and materials. The Institute for Scientific Co-operation (IWZE) publishes scientific journals and biannual collections of research materials in English for distribution in anglophone LDCs, with funding by the Ministry for Economic Co-operation through GTZ. The Volkswagen Foundation (VW), the German Research Society (DFG) and the German Appropriate Technology Exchange (GATE) are also active here. In addition, outside bilateral technical co-operation projects in higher education and research, GTZ co-operates with other agencies in providing German academic staff abroad and developing country academic staff returning home, with scientific equipment for research, teaching aids and materials, and scientific literature including journals.

THE NETHERLANDS: NETHERLANDS UNIVERSITIES FOUNDATION FOR INTERNATIONAL CO-OPERATION (NUFFIC)

NUFFIC was founded in 1952 by Dutch universities to stimulate co-operation in teaching and research in the international higher education community. As from December 1987, it services the international programmes of all Dutch tertiary institutions, and is markedly demand-oriented.

NUFFIC is not a donor agency, but operates as a broker, mediating between demand in the tertiary subsector in developing countries, and the supply of expertise in the Netherlands, by mobilising funds made available by the Dutch government (Ministry of Development Co-operation, and Ministry of Education and Science) and, increasingly, by international agencies like the World Bank and the European Community.

In general, NUFFIC's objectives are

-- to foster co-operative activities within the international academic community,
-- to strengthen the research and teaching capacity of overseas institutions, and
-- to promote international education and training.

Its emphasis is always on education, primarily teaching staff and materials. Research plays a secondary role and must serve the interests of teaching or the institution's own research capacity.

In actively stimulating academic mobility and co-operative projects, NUFFIC acts as an information clearing house on admission procedures, credit transfers and recognition, and as an intermediary for institutions or individuals looking for partners for joint projects or exchanges. NUFFIC co-ordinates various programmes in the Netherlands on behalf of the European Community, including the ERASMUS programme (about US$67m over three years as of January 1988) to stimulate co-operation between member states in the form of inter-university links, staff and student exchanges, and mutual recognition of study credits.

NUFFIC's support for higher education and research in developing countries avoids short-term technical assistance in favour of institutional linkages developed over the long term, and co-operative institional links are now the mainstay of the Dutch tertiary subsector programme. More than 120 linkages operate in some 26 countries, with a total annual government-funded budget of some US$26m (January 1988), aimed primarily at structural improvement in teaching and research in science and agriculture in overseas institutions. Projects usually include elements of staff upgrading, curriculum development, joint research, teaching and learning materials, and library support.

Pre-entry Science Course, University of Botswana and the Free University of Amsterdam. This project aims to upgrade secondary-school leavers in math and science, and to strengthen the Department of Pre-entry Science at the University of Botswana. When Botswana gained independence in 1966, it had virtually no university level personnel, and depended heavily on expatriate manpower, especially in science and science teaching. Since 1977, the University of Botswana and the Free University of Amsterdam, with supplementation from the European Development Fund, have co-operated in developing a six-month science course to bring secondary leavers to matriculation equivalent in math, science, English and study skills, thereby raising the number of students for admission to the University. Apart from assisting with course administration, the Dutch contribution consists of providing qualified, experienced staff members, laboratory equipment and books, and other materials.

Direct support for institution-building is occasionally provided, sometimes in the form of technical assistance to expand the regional impact of receiving institutions.

Finally, NUFFIC facilitates the international education programme of Dutch universities and colleges, by providing information about courses, scholarships, placements and language. Over 160 professional upgrading courses are conducted in English at the post-graduate diploma or degree level, involving over 2000 individuals from 130 countries.

NEW ZEALAND: MINISTRY OF FOREIGN AFFAIRS

New Zealand identifies itself as a South Pacific nation with a significantly multi-cultural population, making it a partner in development with communities in the region ('the tiny and isolated nations of the Pacific and their unique problems as small islands'), with small, scattered, rural communities, lack of skilled personnel, scarce resources, vulnerability to natural disaster, and need to keep pace with technological transformation. It is more loosely linked to South East Asia and to ASEAN members in particular.

Seventy percent of New Zealand's official development assistance (ODA), administered by the Ministry of Foreign Affairs, funds bilateral projects supporting partnerships for economic and social development -- sharing knowledge and expertise -- mainly within the region. Priority is given to the needs of the rural poor, and therefore to programmes in agriculture, forestry and fisheries which promote income generation, employment creation and improved living conditions through a mix of cash grants, material support, project related training and technical advice. New Zealand will increasingly channel support to sectors in which it has a comparative advantage in terms both of its own technical expertise, and its special regional focus.

> **Regional Development.** The Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development in Paris has acknowledged New Zealand's 'special competence' in assisting South Pacific development. Indeed the Pacific is one of the last underdeveloped regions of the world to attract the interest of major DAC donors. Only recently has the Pacific's special case been recognised by these donors, who are having to contend with questions of flexibility of scale. A capacity for assisting small-scale projects as well as major infrastructural development is a significant factor as is an ability to respond quickly to requests for assistance. (Government of New Zealand Ministry of Foreign Affairs, 1988, p 7)

Total official development assistance in 1987 was NZ$146.06m. The small island states of the South Pacific (Cook Islands, Niue, Western Samoa, Tuvalu, Fiji, Tonga, Tokelau, Papua New guinea, Kiribati, Solomon Islands, and Vanuatu) dominate government-to-government programmes (in 1987, they received 88 per cent of total bilateral allocations).

Co-operation in education and training -- short-term and long-term, in New Zealand and elsewhere -- is being given increasing priority within the Asian region in the fields of energy, engingeering, dairying, irrigation, and food and seed technology. Overall, it was estimated in 1986-87 that NZ$8.6m (or 7.3 per cent of total ODA) was allocated to the education and training sector primarily in the South Pacific and ASEAN (specifically

India, Maldives, Philippines, Singapore and Thailand), with smaller additional grants to least developed countries (LLDCs) elsewhere in Asia, Africa, Central and South America and the Caribbean.

The focus in education and training is three-fold:

(1) on-the-job training for project counterparts by New Zealand advisers, supplemented by materials and equipment grants, study tours, training courses, practical attachments and specialised tertiary programmes

(2) opportunities for formal study to enhance development-related skills

  (a) in New Zealand at various levels, long- or short-term, for about 670 per annum

  (b) within the region, mainly at University of the South Pacific and the Asia Institute of Technology (Bangkok) for about 210 per annum

(3) institutional support

  (a) in New Zealand to run courses tailored to meet developmental needs of overseas students (salaries and other recurrent costs)

  (b) within the region, study awards, budget support grants, capital grants, staff and equipment, and salary supplementation for regional institutions, primarily the University of the South Pacific and the University of Papua New Guinea, but for a number of smaller technical colleges as well (Lae Technical College, Fiji Institute of Technology, for example).

Technical Assistance: Kiribati. Three projects in Kiribati illustrate the characteristics of New Zealand's bilateral assistance programmes.

(1) **Tarawa Technical Institute:** Assistance to look into developing curriculum and improving teaching facilities, resources and tuition, in order to raise the level of techical expertise in Kiribati, by funding a sector appraisal team and a government training officer at the Institute.

(2) **Training.** Assisting nominees to study and train in New Zealand and other Pacific countries, to improve skills to cope with social, government and economic demands, by funding international airfares, accommodation, tuition fees, and subsistence.

(3) **In-country Training.** Supporting training workshops and programmes for I-Kiribati personnel in Kiribati, to provide training opportunities in the early stages of Kiribati's training institutions, by providing funds for a Diploma in Educational Administration course through the local University of the South pacific centre, participant's travel, tuition and course material, and for small project management training workshops.

At the official level, New Zealand co-operates in a variety of regional initiatives (see page 45), and substantial funds are allocated to regional programmes in support of country projects, including support to regional institutions, courses, attendance for South Pacific representatives at regional meetings, regional bureaus, and other South Pacific activities. New Zealand has also recently undertaken to fund a new ASEAN/New Zealand network:

ASEAN Institutional Linkages Programme. Under the ASEAN regional programme New Zealand agreed in 1987 to fund the development of a programme involving the development of professional, academic, scientific and commercial links between instittuions, some of whom would be in the private sector, in New Zealand and ASEAN. These links will represent a further strengthening of the economic relationship between ASEAN countries and New Zealand [and] would enable the developmentally useful transfer of technology and information to occur. (Government of New Zealand Ministry of Foreign Affairs, 1987, p 36).

UNITED STATES OF AMERICA: UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID)

USAID was established in 1961 and mandated to promote world economic development and international stability, in part by reinforcing the viability of new nation states. Education was believed to play a vital role in this process, particularly by creating the manpower for development, and USAID initially encouraged the provision of such assistance -- including priority projects at the tertiary level -- in part through links between tertiary institutions in the United States and abroad.

Early university projects aimed to expand the capacity of existing institutions and usually involved inputs for capital facilities, learning materials and equipment, design and application of educational media and training technology, technical assistance, and participant training at the MS or PhD levels in target disciplines. Emphasis was placed also on curriculum development, research programmes and extension facilities, and sometimes internal management and administration.

During the 1970s however, USAID's New Directions policy strenuously directed activity away from the tertiary subsector and the creation of high level manpower, toward reform and expansion at the basic level, the introduction of appropriate technologies, and development of systems of mass communication. The creation of a division of education and human resources in USAID reflected the growing concern in a number of international agencies during that period that education should be centred more in human resource needs generally, and that education and training should be to a greater extent project-related (USAID participant training).

USAID has begun to reconsider its role in tertiary education development in response to several concerns. First, it has identified a 'second generation' crisis in those institutions of higher education it supported during the 1960s. The great institution-building phase of that period was not sustained or supplemented during the 1970s, and in the 1980s USAID joins the donor community in confronting the need to revitalise developing country facilities in structural decay, beset with problems of internal inefficiencies, outdated curricula and equipment, and whose staff, trained in the 1960s are now in need of professional upgrading or on the point of retiring. To keep universities viable and abreast of scientific and technological change, USAID is considering targeted human resource assistance to certain universities -- particularly in research and post-graduate programmes -- and research and development institutes, and is actively seeking to identify the mechanisms to deliver its programmes.

Second, some countries in Latin America, Asia and the Near East which were once considered dependent are now partners -- and in some cases competitors -- in production, trade, investment and policy-making. Mutual benefits are expected to derive from new

forms of regional development co-operation with Advanced Developing Countries (ADCs) through economic, commercial, scientific and educational exchange.

Thirdly, the Agency continues to prioritise the dissemination of scientific knowledge and its technical applications, as a basis for economic growth and development. It is therefore looking for ways to enhance technical and scientific collaboration through linkages between educational institutions, research centres and laboratories, so as to contribute to the adaptation of new technologies, especially in ADCs.

USAID provides education aid primarily through the Bureau for Science and Technology, which is concerned largely with agricultural education and training, and through its three Regional Bureaus -- Africa, Asia and Near East, and Latin America and the Caribbean. In any one year, the Agency estimates, there will be in the region of 17,000 USAID-funded scholars in the United States, just under half of them in degree programmes, with the slightly larger proportion of those in postgraduate programmes. The remainder undertake some form of non-degree participant training. USAID commitments to education and training for 1986-87 amounted to US$241.9m, of which US$141.2m was for Latin America and the Caribbean.

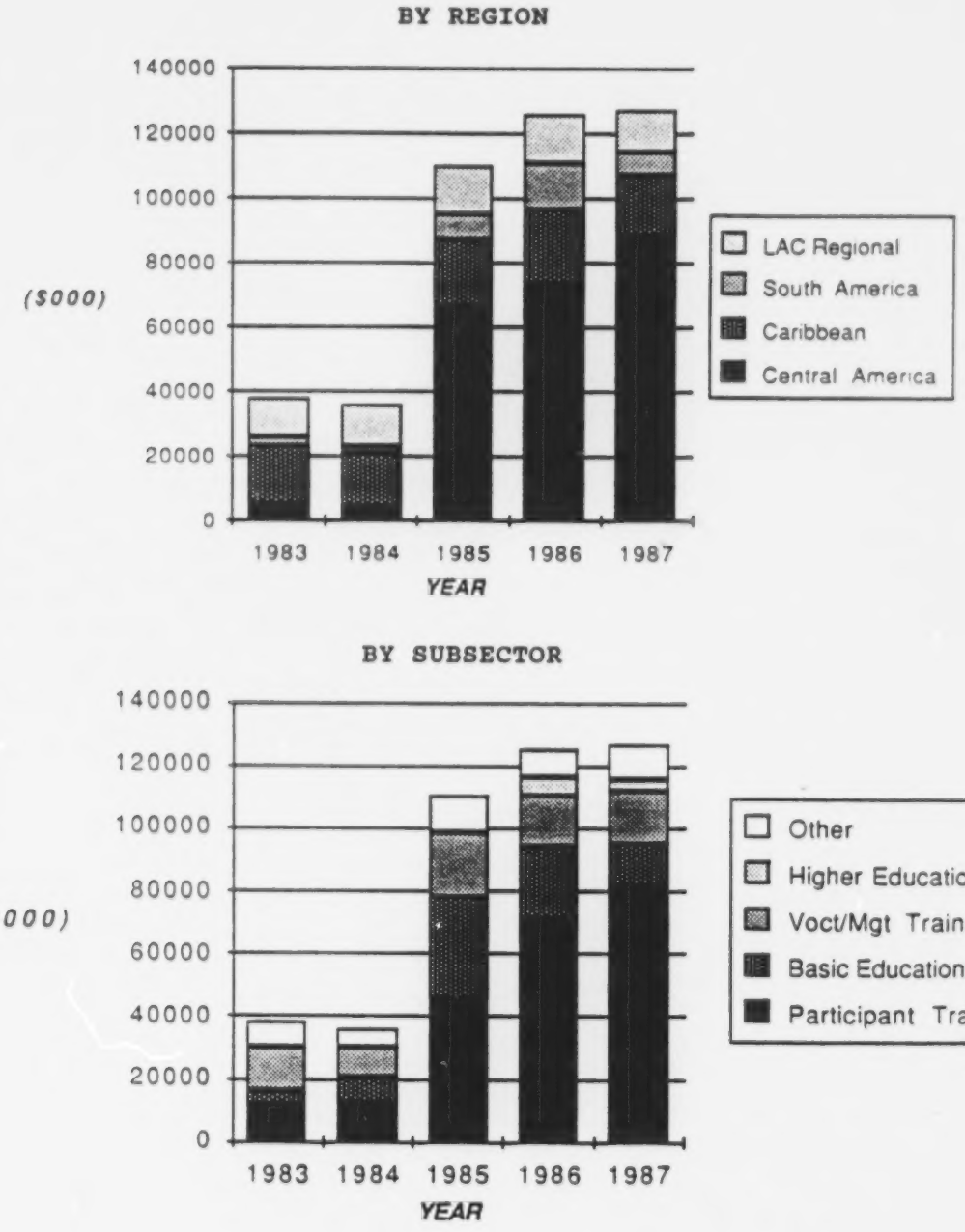
In Asia and the Near East, USAID is seeking new forms of regional co-operation, possibly through reconstituted institutional linkages, and a new strategy for the evolution of centres of specialisation.

The Congressional mandate for USAID in Africa is basic education. The Agency is considering its position with regard to its previous programmes for enhancing the quality of African universities, particularly in the fields of agriculture, science and technology.

The Latin America and Caribbean region is large and diverse, with critical educational needs. The USAID programme there is strategically focused on economic stabilisation, economic growth and equity, and enhancing democratic infrastructures and it is instructive to look at USAID programmes there in more detail.

AID funding for education and human resources in the region amounts to about US$120m per year (US$650m overall), of which 59 per cent is allocated to Central America, 21 to the Caribbean, 8 to South America and 12 to regional projects. Over half of all funding goes to scholarship programmes and project-related (participant) training, 19 per cent to basic education, and the remainder largely to vocational and management training.

Figure 2 Bureau for Latin America and the Caribbean, Education and Human Resources Portfolio: Funding Trends, 1983-87*



* Source: USAID, **Overview: Education and Human Resources Development Portfolio, Latin America and the Caribbean**, 1987, p 10.

The US scholarship programme initiated in 1982 reversed a decade-long decline in US sponsored training (in response to a 200 per cent increase in Soviet-sponsored training) in the region, and includes the LAC Regional Training Initiative for Southern America and the Caribbean (770 places) and the Presidential Training Initiative for the Island Caribbean (for 1750 individuals from Caribbean states including Jamaica and the OECS). The programme includes short-and long-term education and training related to project objectives.

The Agency is also engaged in demand-driven book development (the Regional Technical Aid Centre provides US technical materials and textbooks in Spanish to university students in Central America), stengthening vocational and technical training institutes, and supporting non-formal skills training. There is a resurgence of support for management training and education activities for both private and public sector employees in the region.

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANISATION (UNESCO)

UNESCO's global programmes are funded from the regular programme budget, supplemented from extra-budgetary resources from other agencies and UN funds, development banks, special funds and foundations, as well as individual member states.

HIGHER EDUCATION ACTIVITIES

In the field of higher education, the Organisation now identifies two groups of activity:

Group 1 — work on higher education as a system (including institutional development), and

Group 2 — work in particular subject fields.

All activities related (either explicitly or implicitly) to higher education, training and research have now been summarised at the direction of the UNESCO General Conference and Executive Board (**Draft Programme and Budget for 1988-1989**, 24 C/5, Appendix XIII). UNESCO's Intersectoral Committee for Higher Education helps to co-ordinate the activities of sectoral programmes in higher education.

While university staff development is identified as a priority area in Group 1 and science and engineering training in Group 2, the programme is also generally concerned with higher education and the world of work, access of women, educational innovations and new technologies, evaluation procedures to measure internal and external efficiency, and integration of training and research.

UNESCO's decentralised information networking systems and substantial efforts in international recognition of studies, diplomas and degrees continue to make important contributions to co-operation among institutions of higher education.

Funds available specifically for higher education, training and research from the UNESCO regular programme (Group 1) concentrate on promoting regional and international co-operation in higher education, and technical support for the application of Conventions on the recognition of diplomas and degrees. An annual subvention is made to the International Association of Universities.

As far as activities in Group 2 are concerned, UNESCO is engaged in substantial programmes in

-- information and communication networking,
-- educational planning, management and administration,
-- research applications, training and international co-operation in science, engineering and technology.

CO-OPERATIVE INFRASTRUCTURES

UNESCO co-operates with international professional associations and other NGOs, research centres and universities in an international programme of research seminars, workshops and congresses, staff exchanges, travel grants, and support for publication and dissemination of research journals and information bulletins. Much of this work is science oriented, and aimed at strengthening research and postgraduate programmes, supporting professional subject associations and other professional networks, as well as institutional linkages, improving and updating university science curricula, materials and equipment, introducing new technologies in university science teaching and postgraduate training, and developing and co-ordinating information data bases.

> **Project 06105 Physics:** In co-operation with physics societies and university physics departments, the International Seminar in Physics in Uppsala (Sweden), the European Physical Society (EPS), the Latin American Centre of Physics (CLAF), and the International Union of Pure and Applied Physics (IUPAP), intellectual and financial assistance for scientific co-operation in Asia and Latin America in solid state physics, plasma physics and laser physics, in particular through the organisation, in developing countries, of 12 training and research courses, workshops and seminars, through support for research groups in developing countries, and through a contribution to an exchange programme for researchers.

UNESCO uses a variety of collaborative mechanisms for delivering its higher education programmes:

Consultative Committees. Committees of eminent experts have been established in each region to advise on UNESCO policy and practice in higher education. These include the Consultative Committee for Higher Education in Africa, the Consultative Committee of the Regional Centre for Higher Education in Latin America and the Caribbean (CRESALC), the Consultative Committee of the European Centre for Higher Education (CEPES).

Inter-university Networks. UNESCO encourages the establishment of networks which pool university expertise, documentation and experience, centred around one university in each member country which acts as a focal point for collecting and disseminating teaching/learning materials and information on teaching methods, the two priority areas for UNESCO. The network collects information among participating institutions, including bibliographies and inventories, and subsequently mounts training courses. REDESLAC (Réseau d'enseignement supérieur d'Amerique latine et des Caraibes) network held its third interregional workshop in Havana in 1988. Representatives of African and European universities held their first regional colloquium in 1987. In Asia, several university consortia linked to the UNESCO

Regional Office in Bangkok are already in existence. For such networks, UNESCO provides initial seed money by financing first meetings. Subsequently, the network must fund itself by covering the costs of exchanges, publications and workshops.

Conventions. Over the long-term UNESCO has underwritten international action towards regional conventions in recognition of certificates, diplomas and degrees in secondary and higher education, to assist international exchange of students and staff. Regional Committees have been created for the application of the five conventions adopted thus far (Latin America and the Caribbean, Arab States, Europe, Africa, and Arab States bordering on the Mediterranean), with the Asia and Pacific Committee to come soon.

Co-operation with NGOs.*

(1) Collective Consultation of NGOs Specialised in Higher Education (established 1987), generally to improve the co-ordination of co-operation activities among NGOs

(2) Round Tables on Higher Education issues reflecting on priority issues in higher education and resulting in the publication of the 'Papers on Higher Education Series'

(3) UNESCO-AUPELF (Association des Universités Partiellement ou Entièrement de Langue Francaise) Working Group founded in 1971 to promote closer co-operation between UNESCO's programme and French-speaking member institutions of AUPELF

(4) Joint UNESCO-IAU (International Association of Universities) Steering Committee which jointly sponsor studies and meetings on aspects of the organisation, structure and functioning of higher education institutions and systems.

* including Organisation Universitaire Interaméricaine (OUI), World Confederation of Organisations of the Teaching Profession (WCOTP), Association Internationale de Pédagogie Universitaire (AIPU), Association of Commonwealth Universities (ACU), Conférence Permanente des Recteurs, des Présidents and Vice-Chanceliers des Universites Européennes (CRE), International Council for Distance Education (ICDE), inter alia.

REGIONAL PROGRAMMES

The UNESCO programme is vast, and is perhaps best comprehended on a regional basis.

Asia and the Pacific

The region is immensely diverse, linguistically, geographically and economically, and is undergoing profound shifts in the regional balance of power. It is educationally dynamic and displays a prolific propensity for initiative.

Priorities within the region, identified by regional ministers of education and ratified by the 23rd UNESCO General Conference are (1) UPE and general literacy, (2) nonformal education, (3) increased participation of women and girls in education, and (4) population education. Educational activities in the region are being decentralised to regional offices and programmes including:

(1) **UNESCO Regional Office for Education in Asia and the Pacific** (UNESCO/ROEAP), which inter alia convenes regional conferences of ministers of education (MINEDAP), and the Advisory Committee on Regional Co-operation in Education in Asia and the Pacific.

(2) **Asia and Pacific Programme of Educational Innovation for Development** (APEID), a loose consortium of Associated Centres and National Development Groups which together with the Asian Centre of Educational Innovation for Development (ACEID, in Singapore) sustain a regional consultation process focused on exchange and co-operation in educational innovation, experimentation and research, and the inter-country transfer of experience and technology (see below).

(3) **Advisory Committee on Regional Co-operation in Education in Asia and the Pacific**, which advises UNESCO on measures for reinforcing regional co-operation in education, following up recommendations of ministerial meetings.

(4) **Regional Co-operative Programme in Higher Education for Development**, which was begun with UNESCO regular program and UNDP support in 1982. The member institutions/offices of higher education (over 60 in number) form three consortia on (a) innovation in higher education, (b) policy, planning and management in higher education, and (c) special research studies in higher education for development.

The Programme in Higher Education resulted from recommendations about regional co-operation made by MINEDAP IV in 1978, and given form by the Advisory Committee on Regional Co-operation in Education at its first session in 1981. With UNDP support, particular attention is currently being paid to the following kinds of activities:

> Network for Innovations: case studies on policies and practices in innovation and curriculum reform; development of materials for distance teaching; further training of teaching staff in higher education

Network for Planning and Management: studies on management methods in higher education, with special reference to advances in communication technology

Research Network: studies on resourcing higher education.

The Regional Convention on the Recognition of Studies, Diplomas and Degrees in Higher Education in Asia and the Pacific was adopted by a UNESCO regional conference in 1983, and UNESCO expects that 'effective participation in this Convention... will lead to intensified exchange of experiences and personnel in the region, with a view to ensuring a better complementarity of educational systems and improving co-operation in the field of education' (UNESCO, **Report on UNESCO's Regional Programmes in Education in Asia and the Pacific**, 1985, p 27). Ratification of the Convention has however been slow.

The Organisation has established close regional co-operation with SEAMEO (Southeast Asian Ministers of Education Organisation) since 1975, at conferences and in programme activities. SEAMEO Regional Centres for Science and Mathematics (RECSAM in Penang) and Educational Innovation and Technology (INNOTECH) co-operates with APEID as associated centres, organising joint regional workshops and internships.

The Asia and Pacific Programme of Educational Innovation for Development (APEID) was established by the General Conference of UNESCO in 1972, along with the Asian Centre of Educational Innovation for Development (ACEID) to facilitate its implementation. APEID is essentially a technical co-operation partnership among developed and developing countries in the region, and international bodies with similar concerns. It is not an institution or organisation, but a programme of inter-country co-operation within the region.

Its current activities include innovation and co-operation in the fields of UPE, continuing education, education and the world of work, restructuring secondary education, education and communications technology, and professional training and support services. Co-operative activities are carried out through a framework consisting of Associated Centres (institutions, groups of institutions or intergovernmental bodies which co-ordinate the activities of others) and National Development Groups which select appropriate inputs and participants in APEID activities, as well as arranging for the translation of APEID publications). The Asian Centre of Educational Innovation for Development (ACEID), which is an integral part of ROEAP, faciliates the programme by promoting co-operation activities, stimulating innovation, identifying gaps and growth points in national efforts, and promoting the exchange of information and materials. It organises technical support to associated centres as needed, and has a vigorous publication and distribution programme.

To accomplish its objectives, APEID works in several broad patterns: technical working groups and seminars for co-operative development of education materials and programmes; exchanges, study visits, field semiinars for the exchange of experience and expertise; training courses, seminars and workshops, mobile training, and staff attachments for personnel development; and information networking (dissemination of studies, handbooks, newsletter, directories and inventories, annotated lists of innovative projects and technical papers).

Latin America and the Caribbean

UNESCO's priorities in the region -- outlined in the Regional Plan of Action devised by the Bureau of the Intergovernmental Regional Committee in 1984 and reviewed at intervals by ministers of education meeting regionally (MINEDLAC) -- lie generally with provision and quality of basic education, literacy, and adult education. The differences in orientation and language between the states of Latin America and those of the Caribbean are marked but apparently not insuperable in terms of regional co-operation.

Activities in the higher education subsector are carried out either by direct action from Paris, or, increasingly, through the regional offices, which primarily facilitiate liaison and co-operation in education throughout the region.

(1) **The Regional Office for Education in Latin America and the Caribbean** (OREALC) in Santiago, Chile, co-operates with other regional bodies, particularly in training teachers and education planners and administrators, policy formulation in education, and studies and research on education trends in the region. It provides technical support for UNESCO projects in the region, and information and documentation services. It convenes conferences of ministers of education in the region and responds to their recommendations.

(2) **The Regional Centre for Higher Education in Latin America and the Caribbean** (CRESALC) in Caracas, Venezuela, is particularly geared to strengthen co-operation among member states in the field of higher education. Its Advisory Committee, comprised of distinguished educators, devises a programme of institutional co-operation, technical assistance and information exchange.

(3) **The Caribbean Network of Educational Innovation for Development** (CARNEID) in Bridgetown, Barbados, provides assistance to Caribbean countries by linking individuals, institutions and programmes in exchanging ideas, experience and materials, and tries to ensure that the Caribbean countries have greater access to regional networks.

During the 1980s UNESCO has promoted a variety of regional and national activities in the field of higher education, training and research, centering primarily on the exchange of information among member states on research in educational science. (Topics included development of postgraduate studies, statistical information systems, access to higher education, educational reforms and innovations, inter alia). CRESALC organised regional and national workshops and seminars, generally connected with research in progress, and co-operated with other regional activities. Its Information and Documentation Service (SID) incorporates books, documents and microfiches (from UNESCO and the Latin American Network on Documentation in Education (REDUC)), as well as a periodicals service.

CRESALC has also provided the Secretariat for the Regional Convention on the Recognition of Studies, Degrees and Diplomas in Higher Education, co-ordinated meetings concerned with the Convention and conducted studies on its application.

In 1984, the Latin American and Caribbean Inter-university Co-operative Network on the Initial and Further Training of Teachers in Higher Education (REDESLAC) was established, to promote the exchange of information on research, and joint teacher training activities for higher education. It assists universities to co-ordinate their training activities through regional meetings and workshops (training teams of higher education personnel from 30 universities in the region), and publishes a regional directory of research projects and experiments in education science. It has facilitated the establishment of national directories and data banks on research training, needs, trends and resources.

Regional activities in education science applications, information systems infrastructures, and the teaching of science and technology also have important implications for the tertiary education subsector.

Africa

UNESCO's programme for education in Africa is set in the context of a declining economic and social infrastructure, the characteristics of which are well known. Since the Lagos Plan of Action (1980) and the OAU Priority Programme based on the Plan, UNESCO has increasingly emphasised the symbiotic relationship between economic progress and human resource development as it is formulated in educational policy and practice:

> Whereas educators have learnt to situate their activities within the context of the economic, social and cultural development of the population as a whole, economists, for their part, especially since the sixties, have come to acknowledge the economic value of education, thereby effecting what has been called 'the human investment

> revolution in economic thought'. Whatever the methods used to measure the impact of education and training on development, a consensus view of education as an investment necessary to the development process has emerged.... The development of education remains a matter of priority, if only to ensure the growth of production. (UNESCO, **Education and Training Policies in Sub-Saharan Africa**, 1987, p 35).

UNESCO's regional activities are carried out through its **Bureau Régional pour l'Education en Afrique** (Regional Bureau for Education in Africa, BREDA), which facilitates the work of technical co-operation projects, and the operations of various subject and inter-disciplinary networks and programmes which it supports with assistance from UNDP and bilateral programmes. These include ANSTI (African Network of Scientific and Technological Institutions), NEIDA (Network of Educational Innovation for Development in Africa), and COFORPA (Regional Technical Co-operation for Training and Research in Educational Planning and Administration Project).

> ANSTI is a co-operative network initiated by UNESCO (with German and UNDP funding) in 1980, incorporating university facilties and research centres (engineering, science and technology) in sub-Saharan Africa. Its secretariat is based at the UNESCO Regional Office for Science and Technology for Africa (ROSTA) in Nairobi. The network seeks to promote training and research among member institutions in order to strengthen appropriate infrastructures in the region. Thirteen disciplinary subnetworks, each co-ordinated by a Disciplinary Co-ordinator at one of the participating institutions, attempts to link professionals in selected subjects through a variety of activities, including
>
> <u>Staff Training</u>:
>
> -- postgraduate fellowships at designated postgraduate centres in the region
> -- small grants to selected postgraduate centres for books, journals and equipment
> -- visiting staff fellowships for visits between member institutions for teaching or research (from three months up to one academic year)
> -- international staff fellowships awarded to members for upgrading in special technical or other professional skills, tenable anywhere in the world for up to six months
> -- technician fellowships for laboratory workshop technician upgrading attachments within the region for up to four months
> -- seminars and workshops in subject areas and on multidisciplinary topics.

Research and Publications

-- modest support for research projects
-- publication of the **African Journal of Science and Technology** (AJST) in two series, one for engineering, and one for basic sciences
-- encouragement and subsidies for publication of textbooks and manuals by members of staff in ANSTI institutions.

The ANSTI network is seen as a significant model for regional co-operation in subject support in higher education and regional co-operation. It has been dogged however by problems of poor communications in the region which have at times frustrated fellowship activities. Even more critical have been the difficulties encountered at postgraduate centres mounting courses: consistently, lack of equipment and staff shortages have incurred unplanned extensions of courses, leading to pleas for enhanced funding for postgraduate facilities. But donor agency funding for scholarships to northern universities cuts away at the possibility of developing effective regional postgraduate programmes. (UNDP's assistance to the network supplements UNESCO's and is now in Phase III and has thus far amounted to almost US$3m. GTZ has underwritten about 30 per cent of the costs of the project.)

In 1982, ministers of education and those responsible for economic planning meeting regionally in Harare (MINEDAF V) identified their education priorities: eradication of illiteracy, mobilisation of science and technology in the service of national development, the revitalisation of higher education, underlined in general by improvements in planning, management and administration in education systems.

MINEDAF V specifically considered the role of higher education in development, in skills training, in scientific and technological research, and in transmitting indigenous cultural values. The Harare Declaration recommended that UNESCO concentrate its resources on supporting regional co-operation for higher education development, through a special programme for higher education which would raise standards of instruction, promote the collective use of trained personnel and potential, and co-ordinate the higher education policies of African Member States. The meeting also proposed the establishment of a simple science and technology information network for African states.

As a result, BREDA convened a consultation of experts in Dakar in 1984, which proposed that a **Special Programme for Higher Education in Africa** should consist of a co-ordinated set of activities for improving teaching skills, facilitating the mobility of teachers and students, and enhancing the production and dissemination of scientific and educational documentation. It recommended the establishment of a regional advisory committee on Africa to consider strategy for improving the quality and relevance of higher education in the region.

The **Regional Advisory Committee on Higher Education in Africa** was established in 1987 and at its first session (February 1987) identified two areas for immediate attention: the pedagogical and scientific training of higher education personnel, and the production of documents and textbooks for higher education.

The Committee's recommendations were subsequently considered by a **Regional Symposium on Higher Education in Africa** (May 1987) which formulated the basic practical outline of the Special Programme for approval and amendment by an extraordinary session of the Regional Advisory Committee in the same month. UNESCO's Special Programme for the Improvement of Higher Education in Africa was submitted to the 24th UNESCO General Conference at the end of 1987, and recommended a limited number of strategic activities:

-- the pedagogical and scientific training of higher education teachers through workshops and in-service training courses
-- local production of teaching and learning materials as well as appropriate scientific and technical documentation, and the dissemination of teaching materials and research findings
-- joint utilisation of human and material resources -- scientific laboratory equipment and library materials, along with exchange programmes involving students, staff and materials -- around centres of excellence
-- establishment of a databank at BREDA to inventory study, training and research programmes and available human resources, and containing descriptive abstracts of relevant articles in appropriate journals, bulletins and periodicals
-- evaluation of co-operation activities, to facilitate and give fresh impetus to regional collaboration.

UNDP's fourth programming cycle for Africa (1987-1991) failed to include the US$4-5m UNESCO estimated it would need to initiate its regional programme for higher education. UNESCO's own funding for the 1988/89 financial year is limited essentially to sustaining its on-going support for co-operative networks and professional subject associations, convening a meeting of the Regional Advisory Committee on Higher Education in Africa, and completing a study of higher education in Africa. In the absence of substantial multilateral funding for the Programme, stop-gap measures are being taken using bilateral funds and assistance from NGOs. UNDP however has committed funds through ECA for a pilot project on collaborative action at the regional level addressing issues of university curricula, teaching materials, and research networks.

THE FOUNDATIONS

THE CARNEGIE CORPORATION OF NEW YORK

The Carnegie Corporation was established by Andrew Carnegie in 1911 to promote the advancement and diffusion of knowledge and understanding, primarily within the United States, although currently about 7.5 per cent of its US$40m annual grants programme is earmarked for countries that are or have been 'members of the British Overseas Commonwealth' as well as Mexico.

Corporation grants are concentrated in the areas of education, child health and welfare, avoiding nuclear war, and strengthening human resources in developing countries (HRDC) which includes a special subprogramme for South African activities.

The HRDC program takes a multidisciplinary approach to expanding indigenous capacities for sustainable economic, environmental and social development particularly in the fields of development-related science and technology, and maternal and child health, and underwrites public understanding within the United States of development issues.

In 1988, the Corporation surveyed international activities aimed at strengthening scientific research capacities and concluded that 'a considerable degree of consensus on a set of commonly perceived needs' existed:

-- increased understanding of the national framework for research and development
-- increased communication between policymakers and researchers
-- closer linkages among researchers, users, and producers of new technologies, and policy makers
-- improved information systems
-- integration of scientific and technology policy with economic and social development policy.

Recognising that the field is vast, the HRDC programme has opted for a three-pronged approach whereby 'small additional funds can make a useful contribution' to science and technology for development in Africa, the Caribbean and Mexico. The following examples illustrate the practical aspects of Carnegie policy.

<u>Strengthening indigenous capacity to conduct research related to policy-making</u>. Support is given for collaborative research projects and networking meetings of the International Health Policy Programme (IHPP), particularly its health policy projects in Commonwealth African countries (with potential for expansion to the Caribbean).

<u>Strengthening indigenous institutional capacity to promote and implement science and technology policies</u>. A flexible approach to the management training, staff development and documentation needs in research institutions and universities in African and

Caribbean countries allows the Corporation to respond to local initiatives, but some emphasis is being placed on information systems. For example, an initial grant has been made to assist the development of an information system at the Kenya Medical Research Institute.

Fostering collaboration among researchers, and between researchers and policy makers. A major grant has been made to the American Academy for the Advancement of Science (AAAS) to expand its distribution of international scientific journals to universities and research institutions in sub-Saharan Africa, and to explore other information sharing activities with regional and national institutions on the continent. The Corporation is also supporting an assessment by the African Academy of Science, assisted by the AAAS, of the feasibility of creating a science journal for Africa.

Finally, Carnegie suggests that experience has demonstrated that 'implementation of this [HRDC] programme will have greater impact if the Corporation joins with other donor agencies and external institutions working in this area': IHPP, IDRC, Rockefeller Foundation, UNESCO, the Commonwealth Secretariat, the Commonwealth Science Council, inter alia. 'Nongovernmental associations will also be important partners for Corporation efforts (Carnegie Corporation, January 1988, p 16).

THE FORD FOUNDATION

The Ford Foundation, established in 1936 by Henry and Edsel Ford and based in New York, is a private nonprofit institution which supports projects loosely linked to educational and scientific endeavour, primarily by making grants for experimental, demonstration and developmental activities, both in the United States and abroad.

The Foundation takes a broad sectoral approach and grants are made within six areas: urban poverty, rural poverty and resources, human rights and social justice, governance and public policy, education and culture, and international affairs. Programme approvals in 1987 amounted to US$205m. Foundation grants, while supporting innovative activities, look for sustainable development within an integrated framework of incremental improvement.

In all areas of activity, universities in developing countries have benefited generally from Foundation grants in support of programmes of community oriented research and training which fall within the broad framework of Foundation interests. The Foundation is actively considering its policies and programming in the tertiary subsector.

In education generally, the Foundation emphasises aspects of administration and policy research, access and equity, teaching and scholarship and curriculum development, in the United States and abroad. Its overseas commitments are illustrated by the following range of projects.

Expanding the access of women to higher education, and tackling gender issues. Supplemental grants to the University of the West Indies Women and Development Unit fund communication, documentation and public education programmes, and strengthen the women and development studies components of the Unit's community programmes. Other grants to the University have facilitated regional co-ordination among University campuses during the first two years of the Women and Development Studies Programme, covering salary, research, travel and associated infrastructural costs.

Strengthening regional research and training in the social sciences. A grant to the Organisation for Social Science Research in Eastern Africa (to be matched by IDRC, of Canada) underwrites the annual research awards competition, professional meetings, publications and related management expenses. (This kind of grant is replicated in other regions in support of social science research competitions.)

Advancing the development of key national universities and research centres. Grants to Makerere University in Uganda assist with overseas training for law and social science faculty, doctoral research in Uganda, and the opening of a graduate school office; and to the University of Nairobi in Kenya, underwrite costs of overseas training of the university's Institute of Development Studies staff, and a new programme of rural policy analysis.

Giving scholars and students access to a wider range of written materials. In support of indigenous publishing capacity for example, a substantial grant has been made to the Dag Hammarskjold Foundation to establish a loan guarantee fund to improve access to commercial credit for indigenous Kenyan publishers.

Supporting policy formulation and dissemination. Grants to the Association of East and Southern African Universities (AESAU), and the Eastern and Southern African Universities Research Project (ESAURP) support conferences on university financing, and university capacity, professional quality and collaboration.

THE ROCKEFELLER FOUNDATION

The Rockefeller Foundation was endowed by John D Rockefeller in 1913 to 'identify and attack at their source the underlying causes of human suffering and need'. The Foundation's current activities reflect that mandate by concentrating on three areas.

The arts and humanities, and equal opportunities programme are focused almost exclusively on American-centred activities. On the other hand, the international science-based development programme in agriculture, health and population sciences, which constitutes in excess of 40 per cent of the Foundation's annual budget, is strongly biased to Third World problems.

Rockefeller's 1987 Annual Report explains that its 'approach to the problems of less developed countries remains quite explicitly focused on science and technology, not because we believe this to be the only path to "development", but because the Foundation's history, expertise, and contacts built up over the decades made this appear the most appropriate way for us' (p 7). In addition to making the most of its comparative advantage, the Foundation concentrates on targeted and problem-oriented programmes, emphasising the contextual aspects of development, international co-operation, and persistence over time in addressing the root causes of problems to achieve an identifiable outcome or viable product. Its programmes are carried out through grants and fellowships to institutions and individuals (in 1987 in excess of US$60m).

In 1986, the Foundation committed US$250-US$300m over five years to launch its International Programme to Support Science-Based Development, 'designed to help improve living standards in developing countries by promoting more equitable and effective uses of science and technology'. Project work includes the following.

Agriculture. In seeking to improve food production in developing countries, the Foundation has funded research by national institutions and researchers; helped to develop research links, co-operative projects and a consensus on research priorities and policies; and supported research on the impact and utilisation of research findings. Priority has been given to a series of activities on the production and marketing of cassava, to be run jointly by the International Institute for Tropical Agriculture in Nigeria and the Centro Internacional de Agricultura Tropical in Colombia. Funding will additionally be provided to support relevant doctoral research by a number of agricultural science graduate students.

Health. In helping to improve the health profile of Third World communities, the Foundation concentrates on health networking -- building partnerships among researchers and laboratories. Its Great Neglected Diseases Programme (1977-87) highlighted major diseases of the developing world by committing US$15m over the five years (matched five times over by outside funding) to support a variety of activities including a network of 14 units and 160 researchers. A consortium of researchers in the United States, Venezuela and India has been established to develop appropriate vaccines technologies, and INCLEN (International Clinical Epidemiology Network) was established comprising 27 medical schools in the Americas, Africa, India and Asia. INCLEN has supported the training of over 100 fellows from medical

schools in 13 developing countries in research methodology appropriate to studying large-scale health problems and in shaping relevant effective health policies. The new Health Sciences for the Tropics programme, jointly planned and funded with the World Health Organisation, will build research partnerships between developing and developed world laboratories.

Population. The Foundation's population projects fund research and training in biomedical sciences at Third World institutions, research on fertility strategies, advanced study for developing country researchers, and activities which encourage co-operation and exchange among developing country researchers. The Foundation has supported biomedical and social science programmes in institutions in five African countries, awarded training grants for conferences and workshops in sub-Saharan Africa, and supported a research study programme to be carried out by African scholars.

The Foundation's special programmes facilitate interdisciplinary activities, and have focused on encouraging Africans studying in the United States to carry out their doctoral research in Africa, on enhancing Africanist scholarship in the United States, and, in co-operation with cofunders, on developing a regional African network of specialists to address issues of economic policy in eastern and southern Africa.

THE WORLD BANK

The World Bank, affiliated to the United Nations, and comprising the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA), was established in 1945 to provide investment capital in support of development projects. It was not until 1962, after IDA was established and after it had concluded that education could 'pay great economic dividends' that the Bank began making education sector loans, initially for capital requirements of education projects designed to produce manpower for national development. Technical assistance in support of capital development was provided through the UNESCO/IBRD Consultative Programme and IIEP. These restrictions were relaxed during the 1960s, as Bank lending incorporated not only manpower training projects, but teacher training, supply of books and aspects of primary education.

By the early 1970s Bank orientation had shifted to include the needs of educational systems per se, so that while technical, agricultural, improved secondary education and teacher training constituted the bulk of most education projects, aspects of nonformal training and measures to improve educational quality -- curriculum reform, mass media, programmed learning and educational management -- were included in Bank loans.

The 1974 Education Sector Policy Paper, while continuing to emphasise investment in skilled manpower, also highlighted the Bank's concern with a minimum basic education for all, and equalised educational opportunity. This concern was reiterated in the 1980 Education Sector Policy Paper. The Bank's support for improved planning and organisation in education -- and its emphasis on conventional schooling at primary and secondary levels rather than on nonformal or diversified secondary education -- aims to achieve greater efficiency, both internal and external, and to reduce costs.

Education sector lending in fiscal years 1986-1988 totalled US$864m, or about 4.5 per cent of total IBRD/IDA loans. Projects approved for IBRD funding during the 1988 fiscal year included one of US$8.3m to Jamaica, in part to improve the administrative performance of the student loan programme for higher education, and another of US$23.3m to Nigeria to upgrade selected federal technical training institutions, and strengthen institutional technical planning capacity.

While the 1974 Education Sector Policy Paper suggested that in many countries the focus should be on primary and basic education, rather than on higher education for a 'small intensively trained elite', Bank lending for higher education (all post-secondary formal education) has totalled over US$3b (27 per cent of Bank education lending on average, and growing from nine to 42 per cent of all education lending) since 1964.

The Bank's investments in educational systems and services are supplemented by human resource development achieved by project-related training in other sectors (agriculture, energy, industry, power and transport, water supply inter alia). Project-related training is in some cases carried out with cofinancing from bilateral, multilateral and development bank sources, and includes technical assistance (expert assistance) for training, institutional training (including in-country fellowships), overseas fellowships, local and overseas study tours, and management training.

The Human Resource Division of the Bank's Economic Development Institute (EDI) plays an important supporting role in improving education policy research and design. Over the years, with funds from various sources, it has commissioned case studies, led senior policy seminars (involving ministers and vice-chancellors), on topics ranging from textbook production to education sector management) and developed a number of useful training materials.

Some Characteristics of Bank Lending Practices in Higher Education

Evidence indicates that lending for higher education projects has been strongest in Asia, rising from 7 per cent of education sector lending in the mid-1960s to 64 per cent of regional education lending by the mid-1980s (reflecting strong lending programmes in China, Korea and Indonesia). In EMENA countries (Europe, Middle East and North Africa) it has constituted a healthy 20 per cent over the same period. Conversely, in Africa, higher education lending constitutes only eight per cent of regional education lending since 1964, and in Latin America and the Caribbean, where lending has concentrated on primary, secondary and nonformal vocational skills and literacy training, about 10 per cent.

Bank lending in education reflects the perceptions of both the Bank and the borrower about the relative significance of various education subsectors; lending in higher education represents the extent to which universities are perceived to contribute to national development, and the growth of borrowers' university systems.

During the last quarter century, lending in support of single faculties or institutions on a project-by-project basis, or as part of project-related training, has been widened to a sectoral approach directed at university development more broadly defined.

Lending has focused on increasing the stock of skilled middle- and high-level manpower especially in science, engineering and agriculture, supplemented by assistance for secondary teacher training in science, math and technical subjects.

Project components have included provision for improving external efficiency, and research capacity, and overcoming quality deficiencies. Recently, issues of planning, management, costs and resources have come to the fore in policy planning and project implementation. Strategies for achieving project objectives have varied substantially with national and regional needs. For example, as far as access to higher education was concerned, Asian projects have most frequently addressed the need to increase university capacity while in Africa maintenence of capacity was as important as expansion, and in LAC, increasing provision was not an issue.

The World Bank has recently embarked on a major review of patterns of lending for higher education over the past two decades, and will make proposals for future policy. Re-assessment of the role of tertiary institutions in nation-building and in the transfer of technology, the internal and external efficiency of institutions, and issues of access and equity, costs and resources will constitute the bulk of this project, being undertaken by the Education and Employment Division of the Population and Human Rsources Department of the World Bank. It may be expected that lending policy will shift away from the expansion of post-secondary provision, and emphasise strategies for improving quality while decreasing costs, with more attention to better management, at both institutional and system-wide levels.

Meanwhile, the World Bank's recent proposals for adjustment, revitalisation and selective expansion in the education sector in sub-Saharan Africa (World Bank, 1987), which highlight potentials for improving research and postgraduate programmes at tertiary institutions have attracted considerable attention in the donor community.

APPENDICES

Appendix 1 List of Contacts

Appendix 2 Selected Bibliography

APPENDIX 1

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APPENDIX 2

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